

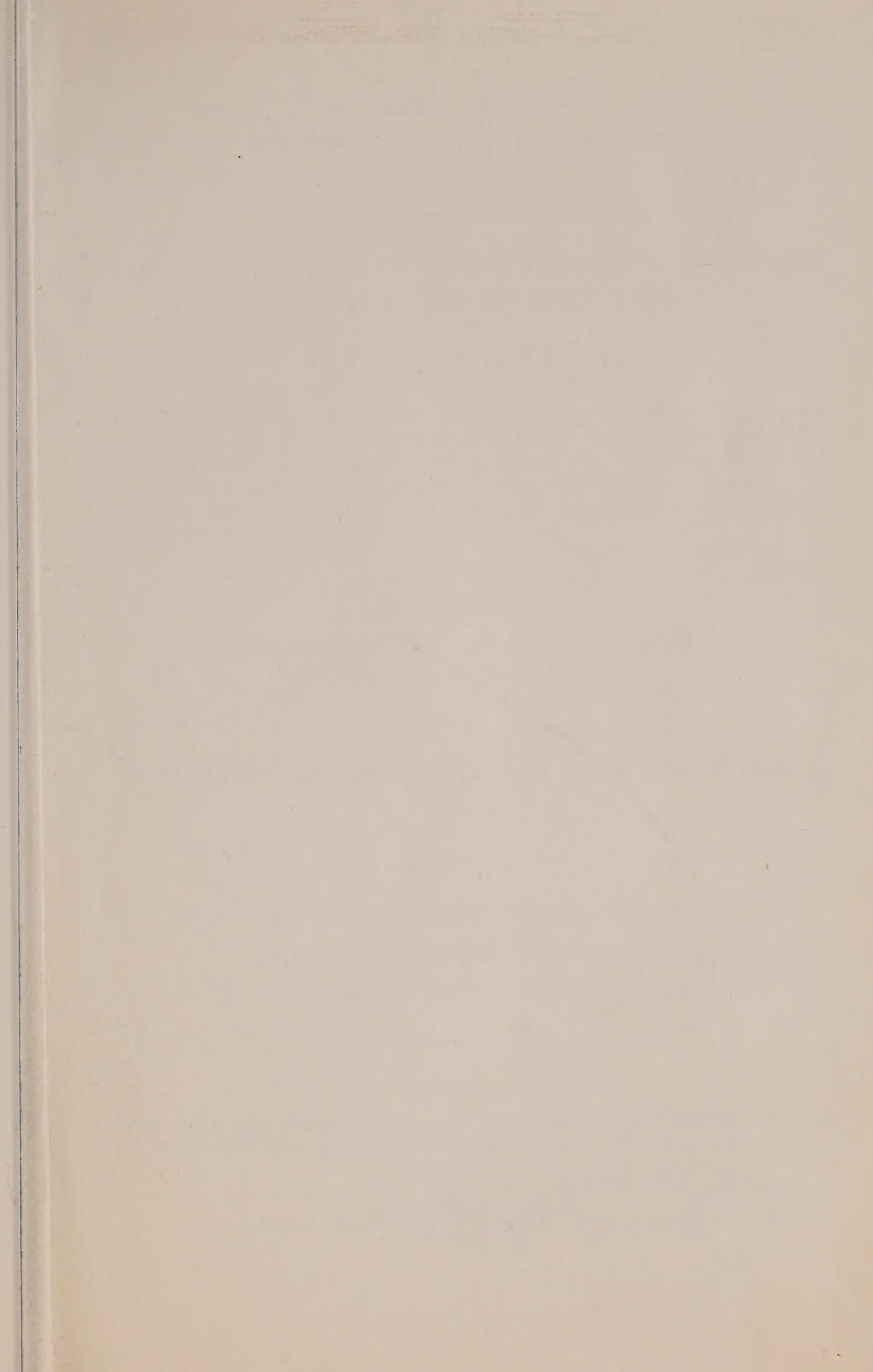


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HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
1966

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON

IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 1

THURSDAY, NOVEMBER 10, 1966

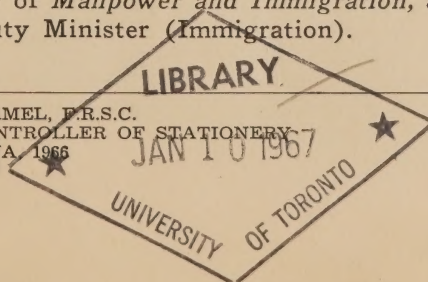
TUESDAY, NOVEMBER 15, 1966

THURSDAY, NOVEMBER 17, 1966

WITNESSES:

Honourable Jean Marchand, Minister of *Manpower and Immigration*, and
Mr. R. B. Curry, Assistant Deputy Minister (Immigration).

ROGER DUHAMEL, P.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966



MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

Baird	Fournier (<i>Madawaska-Restigouche</i>)	Macnaughton
Cameron	Hastings	Nichol
Croll	Hnatyshyn	Pearson
Desruisseaux		Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken	Mr. Enns	Mr. Régimbal
Mr. Badanai	Mr. Haidasz	Mr. Reid
Mr. Baldwin	Mr. Laprise	*Mr. Roxburgh
Mr. Bell (<i>Carleton</i>)	*Mr. Macaluso	*Mr. Schreyer
*Mr. Blouin	Mr. Munro	Mr. Skoreyko
Mr. Brewin	Mr. Nasserden	Mr. Tremblay
*Mr. Clermont	Mr. Orlikow	Mr. Wahn
Mr. Crossman	Mr. Pelletier	Mr. Watson (<i>Châteauguay-Huntingdon-Laprairie</i>)
Mr. Deachman	Mr. Prud'homme	
Mr. Dinsdale		

Maxime Guitard,

Clerk of the Special Joint Committee.

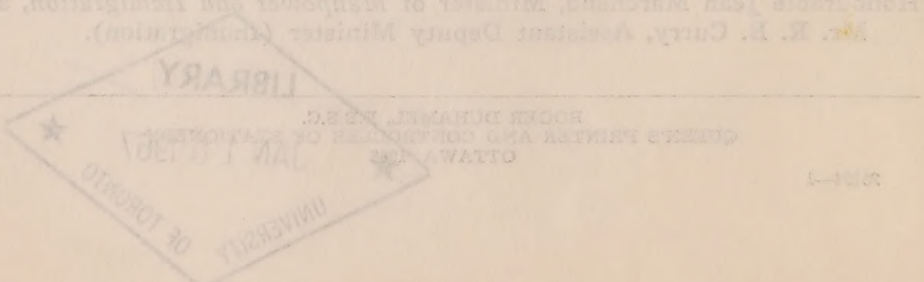
¹ Replaced Mr. Macaluso on November 9, 1966.

² Replaced Mr. Reid on November 9, 1966.

³ Replaced Mr. Tremblay on November 9, 1966.

⁴ Replaced Mr. Clermont on November 15, 1966.

⁵ Replaced Mr. Orlikow on November 16, 1966.



ORDER OF REFERENCE OF THE SENATE

WEDNESDAY, October 19, 1966.

Resolved,—That a Special Joint Committee of the Senate and House of Commons be appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966;

That the following Senators be appointed to act on behalf of the Senate on the Special Joint Committee, namely, the Honourable Senators Baird, Cameron, Croll, Desruisseaux, Fournier (*Madawaska-Restigouche*), Hastings, Hnatyshyn, Langlois, Macnaughton, Nichol, Pearson and Willis;

That the Committee have the power to call for persons, papers and records, to examine witnesses, to report from time to time, and to print such papers and evidence from day to day as may be ordered by the Committee, and to sit during sittings and adjournments of the Senate; and

That a Message be sent to the House of Commons requesting that House to unite with the Senate for the above purpose, and to select, if the House of Commons deem advisable, some of its members to act on the proposed Special Joint Committee.

Attest.

J. F. MacNeill,
Clerk of the Senate.

ORDERS OF REFERENCE OF THE HOUSE OF COMMONS

THURSDAY, October 20, 1966.

Resolved,—That this House do unite with the Senate in the appointment of a Special Joint Committee to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966;

That twenty-four Members of the House of Commons, to be designated by this House at a later date, be members of the said Committee, and that Standing Order 67 (1) be suspended in relation thereto;

That the said Committee have power to call for persons, papers and records; to examine witnesses; to report from time to time; and to print such papers and evidence from day to day as may be ordered by the Committee, and that Standing Order 66 be suspended in relation thereto; and to sit during sittings and adjournments of the House.

WEDNESDAY, October 26, 1966.

Ordered,—That the Members of the House of Commons on the Special Joint Committee of the Senate and the House of Commons appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, be Messrs. Aiken, Badanai, Baldwin, Bell

(Carleton), Brewin, Crossman, Deachman, Dinsdale, Enns, Haidasz, Klein, Laprise, Macaluso, Munro, Nasserden, Orlikow, Pelletier, Prud'homme, Reid, Régimbal, Skoreyko, Tremblay, Kahn and Watson (*Châteauguay-Huntingdon-Laprairie*).

WEDNESDAY, November 9, 1966.

Ordered,—That the names of Messrs. Clermont, Roxburgh, and Blouin be substituted for those of Messrs. Macaluso, Reid and Tremblay on the Special Joint Committee on Immigration.

TUESDAY, November 15, 1966.

Ordered,—That twelve (12) Members of the Special Joint Committee on Immigration, constitute a quorum provided that both Houses be represented.

Ordered,—That the name of Mr. Macaluso be substituted for that of Mr. Clermont on the Special Joint Committee on Immigration.

WEDNESDAY, November 16, 1966.

Ordered,—That the name of Mr. Schreyer be substituted for that of Mr. Orlikow on the Special Joint Committee on Immigration.

Attest.

Léon-J. Raymond,
The Clerk of the
House of Commons.

REPORT TO THE SENATE

THURSDAY, November 10, 1966.

The Special Joint Committee of the Senate and House of Commons on Immigration makes its first Report as follows:

Your Committee recommends that its quorum be fixed at twelve (12) members, provided that both Houses are represented.

All of which is respectfully submitted.

L. Langlois,
Joint Chairman.

(Concurred in on Thursday, November 10, 1966.)

REPORT TO THE HOUSE OF COMMONS

THURSDAY, November 10, 1966.

The Special Joint Committee on Immigration has the honour to present its first Report.

Your Committee recommends that twelve (12) of its members constitute a quorum, provided that both Houses be represented.

Respectfully submitted,

Milton L. Klein,
Chairman.

(Concurred in on Tuesday, November 15, 1966.)

MINUTES OF PROCEEDINGS

THURSDAY, November 10, 1966.
(1)

The Special Joint Committee on Immigration met at 10:10 a.m. this day, for the purpose of organization.

Members present:

Representing the Senate: Honourable Senators: Baird, Desruisseaux, Fournier (*Madawaska-Restigouche*), Hnatyshyn, Langlois, Nichol, Pearson (7).

Representing the House of Commons: Messrs. Aiken, Badanai, Blouin, Clermont, Deachman, Haidasz, Klein, Laprise, Nasserden, Orlikow, Pelletier, Prud'homme, Régimbal, Roxburgh, Wahn, Watson (*Châteauguay-Huntingdon-Laprairie*) (16).

The Clerk of the Committee presided over the election of the Joint Chairmen of both the Senate's and of the House of Commons' sections, respectively, of this Committee.

Honourable Senator Desruisseaux moved, seconded by Honourable Senator Fournier (*Madawaska-Restigouche*),

That Honourable Senator Langlois be elected Chairman of the Senate section of this Special Joint Committee.

Mr. Clermont moved, seconded by Mr. Roxburgh,

That the nominations do now close. Thereupon, the Clerk of the Committee declared Honourable Senator Langlois duly elected Chairman of the Senate section of this Special Joint Committee.

Then it was moved by Mr. Haidasz, seconded by Mr. Badanai,

That Mr. Klein be elected Chairman of the House of Commons section of this Special Joint Committee.

Mr. Prud'homme moved, seconded by Mr. Blouin,

That the nominations do now close. Thereupon, the Clerk of the Committee declared Mr. Klein duly elected Chairman of the House of Commons section of this Special Joint Committee.

The Joint Chairmen were then invited by the Clerk to come to the head table and Honourable Senator Langlois took the Chair, at the suggestion of Mr. Klein.

On motion of Mr. Prud'homme, seconded by Messrs. Régimbal and Clermont,

Resolved unanimously,—That the Subcommittee on Agenda and Procedure be comprised of the Joint Chairmen and eight other members appointed by the Joint Chairmen after the usual consultations with the Whips of the different parties.

On motion of Honourable Senator Baird, seconded by Honourable Senator Hnatyshyn,

Resolved unanimously,—That permission be sought to reduce the quorum from 20 to 12 members provided that both Houses be represented.

On motion of Honourable Senator Fournier (*Madawaska-Restigouche*), seconded by Mr. Clermont,

Resolved unanimously,—That the Committee print 1,500 copies in English and 1,000 copies in French of its Minutes of Proceedings and Evidence.

At 10:20 a.m., on motion of Mr. Blouin, seconded by Mr. Wahn, the Committee adjourned to the call of the Chair.

TUESDAY, November 15, 1966.
(2)

A meeting of the Special Joint Committee of the Senate and of the House of Commons on Immigration was called for 10:00 o'clock a.m. this day. The Chairman of the House of Commons' section, Mr. Klein, was in the Chair.

Members present:

Representing the Senate: Honourable Senators Baird, Cameron, Nichol.

Representing the House of Commons: Messrs. Badanai, Blouin, Brewin, Clermont, Deachman, Haidasz, Klein, Pelletier, Prud'homme, Roxburgh, Wahn.

Also present: Mr. Groos.

In attendance: Honourable Jean Marchand, Minister of Manpower and Immigration.

It was agreed that the Minister read his prepared statement on Canadian Immigration Policy and that the meeting adjourn immediately thereafter.

The Minister concluded his statement at 10.55 o'clock a.m.

THURSDAY, November 17, 1966.
(3)

The Special Joint Committee of the Senate and of the House of Commons on Immigration met at 3.40 o'clock p.m., this day.

The Chairman of the Senate section, Honourable Senator Langlois, presided.

Members present:

Representing the Senate: Honourable Senators Baird, Cameron, Desruisseaux, Fournier (*Madawaska-Restigouche*), Langlois, Nichol, Pearson (7).

Representing the House of Commons: Messrs. Badanai, Bell (*Carleton*), Brewin, Dinsdale, Enns, Haidasz, Klein, Munro, Pelletier, Prud'homme, Régimbal, Roxburgh, Skoreyko, Schreyer (14).

Also present: Honourable Senator Yuzyk.

In attendance: Honourable Jean Marchand, Minister of Manpower and Immigration and Mr. R. B. Curry, Assistant Deputy Minister (Immigration).

The Chairman opened the meeting and suggested that a motion be made authorizing the Committee to print in its Official Records, the statement made by Honourable Jean Marchand, Minister of Manpower and Immigration, at the meeting held on Tuesday, November 15, 1966.

Thereupon, on motion of Mr. Munro, seconded by Mr. Prud'homme, it was,

Resolved unanimously,—That the statement made by the Honourable Jean Marchand, Minister of Manpower and Immigration, at the meeting held on Tuesday, November 15, 1966, be printed in the Official Records of this Special Joint Committee.

Then the Committee began its questioning of the Minister.

At 5.35 o'clock p.m., the questioning of the Minister being concluded, the Committee adjourned to the call of the Chair.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, November 15, 1966.

The Chairman: Inasmuch as it meets with the approval of the members present, the suggestion is that the Minister make his statement and that we adjourn to a later date when those members of the Committee who cannot be present today will have an opportunity to discuss this matter with the Minister.

Is this agreeable?

Agreed.

I am very pleased to introduce to you at this time the Minister of Manpower and Immigration, the hon. Jean Marchand, who will make a statement on the White Paper on immigration.

Hon. Jean Marchand (Minister of Manpower and Immigration): Mr. Chairman, on October 14th last it was my privilege to table in Parliament the White Paper on Immigration which is now before this Special Joint Committee of the Senate and the House of Commons.

As the Minister responsible for the administration of immigration, may I say how grateful I am to see on this Committee so many Members and Senators who have long experience in immigration matters and who have a deep interest and concern in all aspects of this difficult and complex subject.

I need scarcely dwell on the importance to Canada of the Committee's deliberations. It has been eleven years since Parliament studied the subject of immigration in depth. That was in relation to the work of the Special Estimates Committee of February, 1955. While the Immigration Regulations have been amended, the Act itself has not been changed since 1952. All will agree, I am sure, that a thorough-going re-assessment of the principles underlying Canada's immigration legislation is overdue.

There has been a growing awareness of the need to bring our thinking on immigration into closer relationship with economic, social, humanitarian and legal considerations as they exist in Canada today and as we can foresee them.

Our present legislation in a number of important aspects lacks this relevancy. In conse-

quence immigration problems, which are often by their nature complex in any case, are rendered even more difficult of solution. The deliberations of this Committee will, I hope, lead both to Parliamentary action, revising the basic legislation needed in immigration, and also to administrative arrangements and procedures that will receive the widest possible support from the Canadian people.

The purpose of the White Paper that I tabled a month ago is to analyse the fundamental factors affecting immigration, to outline some of the principal difficulties in developing viable policies, and to present a statement of the principles which the Government feels are basic. In developing these principles and in examining the various factors affecting immigration, we were increasingly aware of how complex is the interplay among these factors. They do not all operate in one direction.

We have tried to arrive at the best possible synthesis from this interplay of forces. I hope that the result of our effort will commend itself to this Committee, because I believe that the White Paper's statement of principles, and the proposed changes in legislation and in administrative practice that follow from these principles, could in time overcome many of the serious problems in immigration that confront us today.

As I commented in the House on October 14th, the three main features of the Government's policy proposals in the White Paper are: that it is expansionist; that it is non-discriminatory; and that it establishes a new balance between the claims of family relationships and the economic interests of Canadians as a whole. These features are not distinct from each other; there is a great deal of inter-dependence among them, as I am sure all members of the Committee realize.

The White Paper re-states Canada's need for immigrants. Our experience of the last four years, when the numbers of immigrants have risen steadily from some 70,000 a year to possibly 200,000, indicates the size of the need and our capacity to provide a wide assortment of employment opportunities. But the White Paper stresses the importance of an immigra-

tion program that is consistent with the rapid sophistication of our Canadian economy and the paramount need for upgrading the skills and productivity of our labour force. Therefore such an immigration program, while continuing and indeed improving the scope given to humanitarian considerations, ought also to recognize fully Canada's need for immigrants who have the qualifications to establish themselves readily and steadily in this country.

The economic aspects of immigration are sometimes interpreted in a very short-run sense. They are taken to mean that we should bring in more people whenever we have an immediate, pressing need for labour, and not otherwise. I think that is a misunderstanding of the real economic requirements, besides being to a considerable extent impracticable. One of the basic propositions of the White Paper is that the selection of immigrants should be more directly related to the underlying requirements of the Canadian economy. In advancing this view, there is no disposition to compress the volume of immigrants currently coming to Canada. The practical problem centres on the need to maintain a reasonable balance between, on the one hand, Canada's needs for additional people with skills required in our economy and, on the other hand, the numbers of immigrants who come for reasons other than their capacity to meet the standards generally required in our labour force.

The requirements proposed for non-dependent sponsored relatives are not such as to cut down the numbers who come at present. The purpose is simply to control the element of rapid growth inherent in the present sponsorship arrangements. I would add that the proposals are not such as would lead me to anticipate any considerable reduction in immigrants from the countries which now provide the major portions of our immigration stream. On the contrary, I believe that both from these countries and from others, widely spread throughout the world, the effect of our proposals is that we will over the years have more immigrants, including those who qualify on the basis of relationship as well as those who qualify on their own personal attainments. Such a view and such a policy is truly expansionist.

May I now touch on the second of the three main aspects of the White Paper, namely its non-discriminatory character. I need scarcely recall to Members of the Committee that some features of immigration legislation and procedures do result in the nationals of certain countries having advantages over others in

their ability to qualify as immigrants to Canada. An example is the restricted ability of people in Canada to sponsor certain relatives in Asian countries as compared to the position of those sponsors who wish to bring in relatives from European countries. Another example in practice is the provision of relatively few immigration offices in countries other than Europe, and therefore the greater handicaps to immigration borne by those who could qualify but who have to wait for lengthy periods to be interviewed and accepted. Some of the handicaps that have arisen through lack of administrative arrangements are being met already. Added capacity has been provided in the last several years at Hong Kong and Delhi, a new office has recently been opened at Tokyo, a greatly increased flow of immigrants has developed from the Philippines, and our selection teams based on permanent offices have gone more frequently of late to the West Indies, Morocco and the Near East.

But we must further improve our arrangements as quickly as possible in directions that will be truly non-discriminatory and will result in greater numbers of well-qualified immigrants from new sources, in addition to those coming from the long-established ones. The provisions must be such as to pass all tests for non-discrimination in respect to color, race and creed. We should increasingly remove handicaps arising from administrative arrangements.

It is only fair to observe that the relatively favorable provisions for Europeans and residents of the United States, for instance, have developed over many years and have acquired the patina of tradition. Real non-discrimination in practice as well as on paper will not be effective over-night. Extension of facilities in other countries will be possible to the extent that Parliament provides funds and more trained staff can therefore be made available. But with the start already made, and hopefully with the removal of regulatory impediments that presently work against people from some parts of the world, we can as rapidly as possible free our procedures of all traces of discrimination between countries.

The third point on which I wish to comment is the endeavor in the White Paper to establish a new and rational balance between the claims of family relationship and the economic interests of Canadians as a whole. This leads directly to the important subject of sponsorship, which to many people will seem to constitute the heart of the White Paper proposals. In my view, it must be kept con-

stantly in focus with the expansionist and non-discriminatory aspects.

The White Paper proposals on sponsorship do not in any way limit the right of a landed immigrant to sponsor his immediate dependent relatives. On the contrary, there are some extensions of that right.

However, when we turn to the sponsorship of non-dependent relatives such as brothers and sisters and their children, we have quite different considerations than those applying to immediate dependent family members. Canada has a real need to upgrade the skills of its present labour force. These skills are often related directly to the education the worker has had. The present average educational level of the Canadian male labour force (9.5 years of schooling) is lower than that of some of our economic competitors. We are all agreed on the crucial necessity of raising educational levels. Economic progress depends on this more than on, perhaps any other single factor. Our efforts in that direction would make no sense if they were diluted by a large flow of immigrants with lower education standards. We therefore cannot pursue an immigration policy which would result in an increasing expansion of immigration unrelated to educational standards.

The White Paper therefore proposes that the sponsored non-dependent relatives, if they are to enter the Canadian labour force, must meet certain minimal requirements in skill or education. The educational requirement proposed is literacy as gained from primary school. It is minimal.

Due to the relatively explosive character of the present sponsorship system, which has something of the character of a chain reaction in that sponsored immigrants themselves can become sponsors very quickly, all of relatives who may have little or no education or skills, the proposed changes would slow the pace of such collateral sponsorship. This slowing effect would arise only partially in the next six years, because people already in Canada but not yet citizens could, for the ensuing six years, sponsor non-dependent relatives as freely as though they were already citizens.

I realize that much of the time and attention of the Committee will inevitably be focussed on these considerations of sponsorship. May I again relate them to the principle of non-discrimination of which I have already spoken. It is the fully considered opinion of the Government that whatever provisions are made in this aspect of immigration, as in all others, must be universally applied. We must

think in terms of all countries whose nationals will qualify to emigrate here and in due course will wish to sponsor others.

The sponsorship proposals of the White Paper take account of this consideration. They support the unity of the immediate family while relating to the economic and social facts of life in Canada, and they are capable of universal application.

I would not wish to suggest that it is easy to translate economic requirements into the detailed judgments that must be made about the qualifications of unsponsored immigrants. Our officers overseas assess intending immigrants according to such objective evidence as school certificates, trade training certificates and employment records. They interview the candidate to attempt to decide whether his personal qualities are such that his knowledge and experience will be effective in employment in Canada.

My Department fully recognizes that these techniques are not easy to apply. We have improved them, I believe, and we are anxious to improve them further. In this, as in all other matters, the departmental officials and I are eager to discuss the problems with this Committee. We have open minds and we will be most willing to learn from any suggestions that are made as to ways in which we could improve our procedures.

May I comment, Mr. Chairman, on certain aspects of the Act bearing on enforcement and particularly on deportations. Most Canadians react sympathetically to the plight of anyone who under the law must be removed from Canada and sent back to his country of origin. Even ship-jumpers, who may be unable to show any pretence of right to stay in Canada, often gain a good deal of sympathy. It is widely felt that such people should have full legal rights of appeal, rather than have their fates decided by administrators.

The Appeal Board Bill now before the House of Commons will, if made law, remove ministerial discretion from the great majority of deportation cases. The Appeal Board will deal finally with most such cases, subject only to further appeal to the Supreme Court of Canada. The whole process will be of a judicial character.

The other feature of the Appeal Board legislation, which I would stress now, is the proposal for the Board to entertain appeals from Canadian sponsors. The relatives concerned, being still outside Canada, of course have no access to our courts or boards. But the sponsor, in Canada, will have such access.

This, I believe, constitutes a highly desirable advance in procedure in immigration and it should create added confidence in Canada's concern for immigrants and for their problems.

I hope that this important measure can soon be proceeded with. Following the deliberations of this Committee and its report, we would also proceed rapidly with the appropriate changes in the Regulations and in administrative procedures. That could be very early in the new year. Following that, I would

hope that in its next session Parliament would proceed to consider a new Immigration Act to give effect to those changes which depend on the legislation.

May I thank you Mr. Chairman for the courtesy shown by yourself and this Committee in affording me the opportunity of offering these comments to you today.

The Chairman: Thank you very much, Mr. Minister. I would suggest that the clerk distribute this statement, and we will adjourn to the call of the Chair.

EVIDENCE

(Recorded by Electronic Apparatus)

Thursday, November 17, 1966.

(3.45 p.m.)

The Co-Chairman Senator Langlois: Order, please. I see a quorum and I declare the meeting open.

We will first need a motion to regularize the statement made by the Minister at the last meeting since we had no quorum at the time. The motion should read:

That the statement made by the Hon. Jean Marchand, Minister of Manpower and Immigration at the meeting held on Tuesday, November 15, 1966, be printed in the official records of this special Joint Committee.

Mr. Munro: I so move.

Mr. Prud'homme: I second the motion.
Motion agreed to.

The Co-Chairman Senator Langlois: The next order of business will be the questioning of the Minister by members of the Committee. The Minister is here. We will now proceed.

Mr. Bell (Carleton): May I first ask the Minister what suggestions he might have for us as to how he thinks the most expeditious techniques will be of proceeding with the consideration of the White Paper. No doubt he and his officials have given some thought to the manner in which it may be subdivided and how we may be able to deal with it both expeditiously and with an adequate examination of its principles.

Hon. Jean Marchand (Minister of Manpower and Immigration): We thought that the proceedings could begin with general questions on the White Paper and then after that we could have a more systematic method of proceeding; but we thought that after the reading of the statement and reading of the White Paper that general questions could be asked.

Mr. Bell (Carleton): Then, I take it that you and your officials have not prepared any suggestions to follow?

Mr. Marchand: We thought for this first meeting it would not be necessary, because we

could not foresee how members themselves would want to proceed. It is your Committee.

Mr. Munro: Mr. Chairman, there might be some proposal, unless it was dealt with at the last meeting, to set up a steering committee. They could probably arrive at a consensus much more quickly as to the best way of proceeding and recommend to us.

The Co-Chairman Senator Langlois: Such a motion was adopted at the opening sitting of this Committee. The steering committee has not yet been formed.

The Co-Chairman Mr. Klein: There is an intention to deal with the White Paper chapter by chapter, so that all these points which you are requesting now will all be gone into definitely.

Mr. Bell (Carleton): I would be prepared to go ahead with some general questions. Mr. Marchand, the feeling has been rather general, since the delivery of the White Paper, that its basic concept is that none but the skilled need apply, and this has been perhaps aggravated somewhat by some public statements that you have made in relation to this, some of which I am sure have been subject to misinterpretation. I wonder if you would deal with that, because I think you probably would not want the impression to get abroad that there is no place in our immigration policy for persons who do not possess all basic skills.

Mr. Marchand: As far as non-sponsored immigrants are concerned, there is no doubt that there is room concerning qualifications. We are sure that we should maintain that; at what level, this can be discussed, but there is no doubt that for non-sponsored immigrants we must have some incentives of qualification in the law or in the regulations. Otherwise, that means that we lose control of immigration and we might be flooded with non-skilled immigrants for which there will eventually be no jobs, even if today they can find jobs, but as soon as there is unemployment, they will not be in a position to find jobs. Then they would have to compete with the unskilled labour that we already have which is becoming too numerous. If we find ways and means

to upgrade our own unskilled people, maybe in a few years it might be different, but for the time being, you know, we have a large portion of our working force which is unskilled and we intend to upgrade, retrain or train under our vocational and training program. When this is done, perhaps we may change the rules, but right now, surely as far as the non-sponsored immigrants are concerned, we will insist on the skilled.

You know very well, and better than I do that this does not mean that we do not accept unskilled workers and unskilled people because last year I think the unskilled immigrants represented about 40 per cent of our immigration.

Senator Pearson: Is that sponsored?

Mr. Marchand: Yes, sponsored.

Senator Pearson: You do not have any unskilled non-sponsored?

Mr. Marchand: No. Well, we do not have any is hardly correct. We have a certain number but generally no.

Mr. Roxburgh: Have we a great surplus of unskilled labourers now?

Mr. Marchand: If we have a surplus?

Mr. Roxburgh: Have we a surplus?

Mr. Marchand: In certain areas, surely.

Mr. Roxburgh: But in other areas?

Mr. Marchand: You have a shortage, yes.

Mr. Roxburgh: I was thinking of the farm area and I know any of them who come in, as you know yourself, are hired in the farm area and it certainly does not apply to skilled labour.

In the farm area they would not care if they can even write their own name; they get a job there and they are kept working there and we need them there, because we brought in for the harvest alone quite a few thousand this year.

Mr. Marchand: We know there are shortages in some areas even of unskilled labour, but there is nothing in the law and, personally I am not prepared to enslave immigrant workers who have come to Canada. Even if you hire unskilled labour abroad for the mining industry, where there is a shortage right now, there is nothing that can assure us they are going to stay there, because they will not. If the working conditions are poor, or the wages too low, they will move to Toronto or Montreal and then we will have

the problem. We cannot enslave them. I am opposed to this form of contract saying to an immigrant: "You are going to work in that mine and you will have to work there for three years." I do not think we should do that.

The Co-Chairman Mr. Klein: Mr. Co-Chairman, I do not think Mr. Bell is through.

Mr. Bell (Carleton): No, I had not finished but—

The Co-Chairman Mr. Klein: I think we should dispose of the questioning of one member before we go to another.

Mr. Bell (Carleton): If I may just—

Mr. Prud'homme: May I make a suggestion. It would be easier for us who speak French if we had all the facilities for working in both languages.

The Co-Chairman Mr. Klein: You may try it in French, I will try to understand it.

Mr. Prud'homme: We should try to complete the questions of one—

The Co-Chairman Mr. Klein: You ask your question in French and I will interpret it.

Mr. Prud'homme: We should not complete the questioning by one member without permitting supplementaries.

The Co-Chairman Mr. Klein: If we go to supplementaries, the trouble is you have one and then someone has one and then the member who started the questioning does not get a chance to finish his questioning. Let us try to let the member finish his questioning.

Mr. Badanai: My understanding was that we were going to discuss the White Paper. In order to proceed expeditiously and orderly, should we not deal clause by clause with the White Paper and then a general discussion could follow afterwards.

Mr. Régimbal: I might point out Mr. Chairman, that the handicap of that is that we have the White Paper and we also have the Minister's statement which is a general summing up and the discussion we might be having today would be more on the strength of the impact or the import of the Minister's statement.

The Co-Chairman Mr. Klein: I think what we decided to do today was to deal with the Minister's statement, particularly in view of the fact that members of the Committee who were unable to be present at the last meeting are here today. This suggestion was made in order to give them a chance to discuss the

general statement made by the Minister and then there will be other meetings. I imagine there will be many more meetings of this Committee.

Mr. Régimbal: I have a supplementary question on the general statement you have in there. It is difficult to establish the bridge bringing in skilled immigrants, and once they are in, not keeping them on that skilled job. If we bring them in as skilled people for the mines and they can leave their jobs, in three months after they arrive, they might go to an area where they are not employing their skill any more.

Mr. Marchand: The workers I am referring to for the mines are unskilled. They are asking for unskilled workers.

Mr. Régimbal: Would the same apply to skilled workers?

Mr. Marchand: Skilled workers who come to Canada scarcely have an assigned job before they come. It is only on occasion that they have; usually they come and look for a job, and are helped, formerly by the N.E.S. and now by our Canada manpower service.

Mr. Régimbal: If we bring in unskilled people I do not see how we can get out of that. Say I come in as a master plumber and I go to Sudbury, and I do not like Sudbury. So, I have a cousin living in Winnipeg and I go to Winnipeg where there is no need for a master plumber. What do I do then? What is the difference? I become an unskilled labourer.

Mr. Marchand: No, you do not become an unskilled labourer; you have a skill. You become a skilled worker without a job. There is a difference.

Mr. Bell (Carleton): This is a problem for the department of manpower service of the Department of Manpower and Immigration.

Mr. Marchand: This is the way it is controlled. It is presumed that somebody who has a skill will have a tendency to go to a city, town or place where he can find a job. If you do not believe that it is so what we are doing is useless. But this is what people usually do. They want to work. This is the main reason why they come to Canada.

Senator Cameron: Mr. Chairman, could the Minister give us a brief comment on where these pools of unskilled labour are and what the numbers are, if he can.

Mr. Marchand: On this we can prepare figures but I know that in Quebec, for example, in Quebec city east there is a large

pool of unskilled labour. You have the same thing in the Lake St. John region, for example. Now, I presume the same is true in northern Ontario, but I am not sure. If you want figures on this we can have some prepared. I cannot give them to you by heart.

Senator Cameron: To supplement that question, are they eligible for retraining for something else, then?

Mr. Marchand: Oh, yes, they are eligible, there is no doubt. But you know that what is difficult in those cases is to have them moved. This is true not only for French Canadians, it is true for all Canadians. If you want to move somebody from Newfoundland to Manitoba it is not easy.

An hon. Member: That is a good move.

Mr. Marchand: It is a good move that they do not make.

Mr. Bell (Carleton): Mr. Chairman, I wonder if I might come back to the original theme we started off on, namely, the suggestion that none but the skilled need apply here after he comes to Canada. Is the minister not concerned that the establishment for the first time of skills in sponsored immigration may in fact reduce those persons of skills who come in unsponsored. I put this situation to him, as it has been put very vividly to me by quite a number of people, that a skilled person who desires to come to Canada and get established here will come only if he feels that dependants and relatives may be brought in later on and those dependants and relatives may well not have the skills which would meet the standards which the minister now proposes to set up. Has this problem been faced by the department?

Mr. Marchand: They can bring their dependants in, there is no doubt about that, and, after five years they can sponsor relatives to a larger extent than they could do so under the former law.

Mr. Bell (Carleton): Not from some countries.

Mr. Marchand: Well, it is on account of the facilities and this is a problem we are trying to solve now. You mean the countries behind the iron curtain?

Mr. Bell (Carleton): Well, let me put it directly to the Minister. Has the department considered what the effect of the new policy may be upon sponsored immigration from such countries as Italy, Greece and Portugal? Has the department anticipated, as a con-

siderable number of other people do, that there will be a very substantial reduction in sponsored immigration in this country.

Mr. Marchand: Here is how it is going to operate, I believe. For the first six years it will have no effect at all because they have the same rights as they have under the actual law, according to the White Paper, I think, if you read it. Those who are landed now will not have their rights reduced at all. So it will not have an effect for the coming six years. After that it may have an effect for a certain period but as soon as they become Canadian citizens—five years later—they will be entitled to sponsor a brother, more relatives than they can now. So for a slight period it might mean a slight reduction, but I think later on it is going to resume the actual level.

Mr. Bell (Carleton): Does the Minister not consider that he is oversimplifying the situation when he says there will be no change for a period of six years because during that period of six years those immigrants who enter will not have the rights they would have had had they entered prior to the implementation of the White Paper. So the effect of this becomes immediate.

Mr. Marchand: But, on the other hand, those who will become citizens during that period will be in a position to sponsor more of their relatives than they can now do. What the figures will be exactly, I do not know. I do not think that it will mean a great reduction.

Mr. Bell (Carleton): Has the department made any projections at all in relation to this?

Mr. Marchand: Not that I know of. I can inquire about that but I do not know. Mr. Curry, do you have any projection on this?

Mr. R. B. Curry (Assistant Deputy Minister): Nothing quite in the form that Mr. Bell is seeking. I could try and supplement your answer, perhaps, later on.

Mr. Bell (Carleton): I would be very happy to have any fuller answer right now, if that is agreeable.

Mr. Marchand: No, I cannot answer at this moment today more precisely than I did.

Mr. Bell (Carleton): Am I to take from that, that no projections were made in the department as to what the impact might be of the White Paper principles related to sponsored immigrants.

Mr. Marchand: I think it is indicated in the White Paper that for the coming five or six

years it would not have an impact, a very serious impact; after that there might be an impact but to what extent I do not know. It would depend on the number of immigrants we receive in that period and after that I think the situation will become normal again in relation to the present situation because Canadian citizens will be in a position to sponsor more immigrants than they can now.

Mr. Bell (Carleton): But what is normal? You said earlier that 40 per cent of the immigrants last year were unskilled.

Mr. Marchand: I should not have said that. They are not necessarily unskilled, but they are not subjected to the qualification test; they are sponsored and they might be skilled.

Mr. Bell (Carleton): You have now said to us that after six years you expect the situation to be normal and in accordance with the present situation. Am I to take it from that, that after six years 40 per cent will be in that category where selection will not in any way be based upon skills?

Mr. Marchand: Well, the only thing I have given is that six years and after the adoption of the law, there might be at that time a small reduction of the unsponsored, but eventually it would be caught up very rapidly because of the granting of sponsoring rights.

(4.05 p.m.)

Mr. Bell (Carleton): I am afraid, Mr. Marchand, you do not appreciate my question. You say that the sponsorship will have the same relationship?

Mr. Marchand: Yes.

Mr. Bell (Carleton): But what about the relationship of skills on this, which is the point I was making?

Mr. Marchand: We will try to give you a more precise answer on this if it is possible to do so.

Mr. Bell (Carleton): You are not in a position to do this at this particular time? Was this not a fact that was considered in the preparation of the White Paper?

Mr. Marchand: Well, I am aware that we foresaw certain reductions for a certain period, but we thought that the proposals would become the same as it is now at a certain period of time. I have no figures that I can state today.

Mr. Bell (Carleton): May I ask you, Mr. Marchand, whether you received representations from representatives of the principal

ethnic groups who may be affected by the White Paper prior to its introduction? And, may I add, will you be prepared to bring these representations before this Committee?

Mr. Marchand: I have received letters and I have now received a formal brief from a Polish organization. I do not remember having received any other formal representations.

Mr. Bell (Carleton): The only representation—

Mr. Marchand: I think it is the only one. I have one here from a Polish organization. Dr. Haidasz knows about it. It is a preliminary report; I had it but I do not know where it is. I do not recall having received any other one.

Mr. Bell (Carleton): The dissatisfied ethnic groups must be writing to me, Mr. Marchand, rather than to you.

Mr. Marchand: It does not mean that we are not going to receive them.

Mr. Roxburgh: In other words, Mr. Minister, with respect to sponsored immigrants today, there is very little difference in the qualifications needed educationally, but there are more relatives being allowed in under the White Paper than previously. Therefore, from the sponsored point of view, the over-all picture then is that there is very little change in the qualifications needed. Say, as an individual, I was bringing out a family from Poland, or wherever it may be, I brought out a family previously to the White Paper. Now, the same qualifications are necessary today, except I am better off because I can go farther with the relatives.

Mr. Marchand: Yes.

The Co-Chairman Mr. Klein: May I just answer one of Mr. Bell's questions. Of course, there is going to be a steering committee appointed, but I think the intention will be to invite the different ethnic groups to come before this Committee and make their views known. This will be the intention, I believe of the steering committee.

Mr. Bell (Carleton): I appreciate that, I was wanting to hear how many have protested to the Minister.

Mr. Marchand: If for any reason I am not aware of how many, I will mention it to you.

Mr. Bell (Carleton): The Minister's memory is very good.

Mr. Brewin: Mr. Chairman, I notice the Minister in the White Paper said that he was going to eliminate discrimination, but what is

meant by providing that if the immigrant is male he must have or can attain by the age of 16 the equivalent of seven years schooling in Canada. Does that mean that females will be allowed in without any educational qualifications?

Mr. Marchand: It is likely that the male will go on the labour market right away so he has to have some qualifications.

Mr. Brewin: You do not think that is necessary for females?

Mr. Marchand: It is not necessary. This is the assumption involved here.

An hon. Member: Women go into labour, too.

Mr. Marchand: Yes, some. What paragraph are you referring to?

Mr. Brewin: I am referring to page 21, paragraph (c), subparagraph (iv)...if male, has or can attain by age 16 the equivalent of seven years' schooling in Canada. There is no similar qualification required for a female immigrant.

Mr. Marchand: It is likely that a male of 16 will come immediately to the labour force and it is presumed that the female will not. I do not know if there is an explanation. This is the first time I have noticed reference to this male. I will have to have some more explanation on this. Is it because of the relation to the labour force?

Mr. Curry: Yes.

Mr. Marchand: It is?

Mr. Curry: Yes; I would say so.

Mr. Brewin: I have another question. I wonder what the thinking is behind the emphasis on citizenship. I appreciate that for the first six years a landed immigrant is in the same position as to sponsoring immigrants as a citizen. But after six years, citizenship is to be the basis of the right to sponsor immigrants. Personally I would have thought that anyone who has lived in the country and who has the requisite means and ability to sponsor an immigrant should be entitled to do so quite apart from the question of whether or not they had sought or been granted citizenship.

Mr. Marchand: Well the general philosophy behind it is that once somebody is accepted as a Canadian citizen that means that he is well established in Canada and that he had made up his mind that this is the place where he wants to live. Even before that he has certain rights of sponsorship. He can sponsor his de-

pendants, but once he is a full fledged Canadian citizen the philosophy is that at this moment he should have more rights than just a landed immigrant who can change his mind in the meantime.

Mr. Brewin: Mr. Marchand, I know of people who have been here 25 years and are not as yet Canadian citizens. Some have not applied but others have applied and been refused citizenship without any reason given. I just wonder if the right to bring relatives to Canada should depend upon something like citizenship which is not under the control of the individual.

Mr. Marchand: I say that it might be an incentive to have them apply for their citizenship. I think it is normal if someone lives in Canada or intends to live in Canada for an indefinite time to become a Canadian citizen must have or should have more rights of sponsorship because it is an indication he is well established. This is an indication that he wants to stay in Canada, and at this moment there is no objection to his sponsoring; but there is no doubt that presently you can have a landed immigrant sponsoring relatives to come to Canada and he decides after one, two or three years that he should not live here, he wants to go back home or to the United States. In the meantime he has sponsored a wide range of his relatives, and they have been sponsored because he is here and then he moves away.

• (4.15 p.m.)

Mr. Brewin: I should have thought that there are better ways of assessing whether a person is a fit person to sponsor relatives as immigrants than the fact of whether or not they are citizens.

Mr. Marchand: You think it is not worth while?

Mr. Brewin: I am all in favour of people applying for citizenship.

Mr. Marchand: That is good enough.

Mr. Brewin: I am against discrimination.

Mr. Marchand: The intention was to add to citizenship certain rights that others do not have.

Mr. Brewin: I would like to ask one other very general question on sponsorship. The major change, or one of the major changes, seems to be the insistence that sponsors outside the immediate family must have minimal educational qualifications. Have there been any studies made as to the ability of spon-

sored but perhaps unskilled immigrants to this country to, in fact develop the required skills once they are in the country? I notice for example that many of my own constituents who are Italian or Greek by origin are a little upset about the White Paper. They assume that the policy of the White Paper is based upon assumptions as to difficulty of assimilation and not based upon actual studies of the employability of those who come as sponsored immigrants but perhaps without skills.

Mr. Marchand: Well, it is very difficult to establish a practice in that field because we have had a qualifications standard in Canada for quite a long period now. For those who came were subjected to these qualification tests. We assume that those immigrants who are sponsored will find a milieu where they can adapt themselves to the Canadian life. But more than once, we have noticed that they have to be qualified, to have a minimum of education to find a job in Canada. You know very well I have been in the labour movement for 20 years. When I started about 30 per cent of the working force of the plant was unskilled, and today it is 5 per cent. The number is decreasing all the time. So if it is a reality I think that we have to be more careful and require higher education.

Mr. Brewin: I appreciate that, but I am just wondering whether some actual study was made showing whether the sponsored immigrants in fact acquired skills after they came to Canada and were successful in obtaining employment and contributing to the common welfare of Canada. I think the policies outlined in the White Paper make a good deal of sense, but I would like to know if they are based upon actual study. I would like to know if actual studies have been made.

Mr. Marchand: I do not know if you can have any meaningful study for comparisons because the situation is changing. The situation today is not the same as it was ten years ago. I think perhaps you have read the report of the Economic Council and you see how workers with higher education are needed in the embassies. This is the trend. Of course, if you talk of the man who came here 15 or 20 years ago and succeeded in getting a job and to adapt himself to Canadian life, it might have been true at that time, but it is not necessarily true today, because the situation is changing. I think it is very difficult to make a comparison and to have figures because I think that cannot be done.

Mr. Roxburgh: What is the difference between giving an unskilled Canadian—and we have plenty of them around, so it seems—a chance to become skilled, and an immigrant a chance to become skilled? I think in Canada you will find that the immigrants who come in are popular and they are the ones that will just jump right ahead of some of these unskilled Canadian labourers. There is no comparison at all. I know myself if I were an employer and could not find skilled labourers, I would sooner bring in a group of people from Europe who are willing to learn than employ a group of unskilled Canadians.

Mr. Marchand: This is something that you cannot judge now, because we are changing the situation with the retraining programs and the allowances we are going to pay in order to upgrade or retrain Canadian workers. I think we must first make the experiment with Canadians. We cannot afford to upgrade the whole world. We have to—and I do not know if we can afford it—first retrain our own manpower. Perhaps experience will show that you are right, that a certain number of Canadians are not interested even under those conditions in being retrained or upgraded. We will have to wait and see and then we may have to modify the policy, but I think that our first obligation—and it is a very serious and expensive one—is towards our own unskilled labour force.

Mr. Haidasz: Mr. Chairman, may I just pursue some of the questions of Mr. Brewin, when he mentioned article IV of subsection (c) of section 47, of the White Paper, but instead of using the word “discrimination”, may I, in bringing my argument to bear solely on subsection IV, substitute the word “restriction” and ask why the Canadian citizen is restricted only to sponsoring to Canada, immigration of an unmarried nephew or niece under 21. He may have nieces who are 21, 20 or 19, but already married. Similarly many Canadian citizens today wish to sponsor their next of kin from their countries, and most of these representations are received from the countries behind the iron curtain, and where the next of kin is no longer the brother or sister, but rather the children of the brother or sister, because the brother or sister are probably either too old or do not want to come to Canada. They have probably died or been killed or murdered during the past war. Now 21 years have passed since the end of the war in 1945, and probably his next of kin are the sons and daughters of his brothers or sisters, being his nephews and nieces. Many of these are today over 21 or under 21 married. I

appeal to the Minister and to the government on behalf of these Canadian citizens who have nieces and nephews behind the iron curtain who are either under 21 married, or over 21 married, and their next of kin. They want a sponsor in Canada and on their behalf I would like the Minister and his department officials to consider article IV of section 47.

Mr. Marchand: There are two comments I would like to make on this. First of course there is an assumption in the law that those who are married are presumed established in their own country. This is an assumption that may be wrong, but this is the way the law has been in the past. You know that in this White Paper we place on exactly on the same footing all the countries of the world and you have to foresee what the impact will be on immigration if you extend sponsorship rights too far. Even if you do not want to have discrimination, there is something that you cannot—

Mr. Haidasz: I am not talking about discrimination; I am talking about restriction, or limitation.

• (4.25 p.m.)

Mr. Marchand: Suppose you remove all those limitations, because even when you stop it, it is still limitation and anyone can make a good case and say: “Why is that, why not sponsor brothers and sisters?” This is the problem we have. Can we afford to receive say one million immigrants in Canada and absorb them. If we try and we do not succeed, you will see the reaction, not only among the Canadian people but even among the new Canadians. I discussed this with a large group of them, and this is the reason there have to be some limits somewhere and this is where it has been set.

You can very well foresee some other form of sponsorship. In the case of the countries behind the iron curtain, I think we have discussed that many times. I do not think we can find a solution under this clause, but I think that we have to find ways and means to have immigrants from those countries and all the facilities we can accept them here. You have Poland and Yugoslavia, and I have heard in France and even in England about what good immigrants the people from Yugoslavia make. We have no facilities and so therefore we refuse them. This is what we should correct, not try to extend a part of the clause of the sponsorship rights which might have a very serious impact on immigration.

Mr. Haidasz: Mr. Chairman, may I say that there are doctors, lawyers, miners and engineers in these countries who cannot come here because they do not have an uncle or an aunt or a brother to sponsor them.

Mr. Marchand: I agree.

Mr. Haidasz: Therefore, why can we not establish facilities in these countries to bring in these doctors, dentists, engineers and other skilled labourers? Canada needs them, I hear. I know that many such doctors, lawyers and engineers and other skilled labourers from these countries would like to come here but they are in the unfortunate position of not having a close relative who is a Canadian citizen to sponsor them.

Mr. Marchand: Yes, but I do not think you are going to solve this problem just by extending the niece and nephew clause. You would not be able to reach half of them through such an amendment.

Mr. Haidasz: Why not extend our Canadian facilities?

Mr. Marchand: This I agree with, and this is the solution. There is no other solution.

Senator Cameron: Apropos of Dr. Haidasz's remarks, you would have to change the rules of the Ontario Medical Association before you could get them in. But apart from that, there may be another place where you want to discuss this matter of retraining unskilled Canadian citizens, and if there is, I will defer my questions. But I wanted to ask this: What are you going to do if this pool of unskilled Canadian citizens refuse to take training?

Mr. Marchand: We have to make the experiment because we have new conditions now where we pay allowances up to \$90 per week. I am not sure they will all accept the idea to be retrained or upgraded, and even if we upgrade them and retrain them, I am not sure they will accept the rules. We may have the same problem, but I think our first effort should be on that group.

We are now in the process of having an experiment conducted in a province—I do not think I should reveal at this time where it is—where we will accept a certain number of unskilled immigrants, or with very limited skills, provided the employer commits himself to upgrade them and to give that group a general education. This will be at the expense of the employer and the province. It might be a good experiment, I do not know, but we are trying it now.

The Co-Chairman Mr. Klein: Mr. Badanai.

Mr. Badanai: Mr. Marchand, following the point brought up by Dr. Haidasz, does the Minister retain this special power in dealing with cases such as mentioned by Dr. Haidasz, such as nieces and nephews of people behind the iron curtain which would not be covered by the White Paper? Could the Minister retain the discretionary power to deal with them and allow them in?

Mr. Marchand: I think the Minister keeps the same discretionary power concerning the admission of visitors and immigrants to Canada. As far as landing immigrants are concerned, some cases will have to be referred to the governor in Council, but the same discretion exists as in the former law.

Mr. Badanai: In other words, are you suggesting then, Mr. Minister, that the discretionary power which the Minister has had up to now is no longer his right to exercise?

Mr. Marchand: Not concerning the deportation, according to the bill which is before the House, but this discretionary power is going to be removed. I do not think these conditions are changed. Yes, I still have the right.

Mr. Badanai: You still have the right. That is what I wanted to know.

Senator Pearson: Dr. Haidasz was talking about doctors and engineers and so on. They are allowed in this country unsponsored are they not?

Mr. Marchand: Yes, doctors can come in unsponsored except where we have no facilities. This is a problem, because if you have a doctor in Poland and he wants to come to Canada on his own and we do not have the facilities to process his education application.

The Co-Chairman Senator Langlois: May I ask, are you able to put those facilities in those countries?

Mr. Marchand: We will try and this is what we are trying now. In some countries they just do not want us.

Mr. Enns: Mr. Chairman, the paper speaks of an aim, that the policy on immigration is becoming more non-discriminatory than in the past and yet we have spent some considerable time on another type of discrimination and that is the lack of skill.

Mr. Marchand: I do not see how you can call that discrimination.

Mr. Enns: My point is probably not all that clear, but please hear me out. You say that the immigration last year was at its highest, 200,000—

Mr. Marchand: This year.

Mr. Enns: Except for the sponsored portion, am I correct in assuming all the others were immigrants with skills. You say 40 per cent of this figure was sponsored.

Mr. Marchand: Yes, I think our figure was 60 per cent skilled.

Mr. Enns: And most of the others were unskilled?

Mr. Marchand: We can give you some details on this.

Mr. Enns: I am not really interested in details sir, but I want to make the point that we had better stop screaming about the brain drain, because we are the ones that are draining other countries of its brains and skills with our policy.

Mr. Marchand: I would agree, and the big problem for me has not been solved. I know there has been some thinking in the department about it, but I would like to have immigration from Africa, for example, because I am an antiracist. The problem is that we are helping those countries to upgrade their own manpower and with the aid of the immigration department, we just move them to Canada. This is a very serious problem.

Mr. Enns: May I just mention that you did spell out how difficult it was to ensure that a desired occupation could be filled for any period of time, and how reluctant you would be to impose on any immigrant a stipulation that he must serve in a given area or a given occupation for any length of time. Now I share with you that kind of reluctance, to say to take people they must do things. On the other hand, surely there must be other people who would be quite happy to accept positions as domestics, for example,—I am talking of females—and there is a tremendous shortage in our urban centres of domestic help, right across the country. I know it is the case in Winnipeg and I am sure it is the case of Toronto. I believe the Minister feels his experiment this summer with the West Indies ladies was rather successful. I do not see it mentioned in the White Paper, but does the Minister feel there is any way this kind of—

Mr. Marchand: You know we have a special agreement with Jamaica. In the past we could import 250 domestic servants and now we

have increased the number to 500, if my memory serves me correctly.

Mr. Bell (Carleton): But they are selected by the Jamaican government, not by the Canadian authorities.

Mr. Marchand: Yes.

Mr. Bell (Carleton): It is a matter of local patronage.

Mr. Marchand: Yes; perhaps we should transfer the patronage to us! To do that we would have to have the facilities.

Mr. Bell (Carleton): I tried to do that, but the Minister of Labour and the Deputy Minister of Labour for Jamaica screamed.

Mr. Marchand: We can enter into—

Mr. Enns: This is the point: Is it possible to make special arrangements even if the law should be along the lines of the White Paper?

Mr. Marchand: Yes.

Mr. Skoreyko: Mr. Chairman, Dr. Haidasz brought up the question of admission of individuals from certain countries and I think the Minister will recall a speech I made in the House of Commons asking his department to consult with and talk to the governments. I would like to know if it is not possible for the Canadian government to establish facilities for examination of intended immigrants to Canada. First of all, I would like to ask the Minister where specifically he has made mention of this and what countries he has talked to and what the response was? It is my information—and I do not know how authentic it is, but it seems to be accurate—that the Polish government would welcome—

Mr. Marchand: This is a country where we are working and trying to have those facilities established.

Mr. Skoreyko: What about the other Balkan countries?

Mr. Marchand: We tried to be successful in Poland, and after that we will look at other countries.

Mr. Skoreyko: For the moment just Poland?

Mr. Marchand: Yes.

Mr. Skoreyko: I would like to go back and deal with page 21. I think the department feels that the government is quite generous in allowing Canadian citizens to sponsor a certain relative, and as the Minister said, this sponsorship was equal to that of any country in the world. Does this sponsorship apply to

people from the Commonwealth. As an example, if I were to sponsor certain of my relatives from within the countries behind the iron curtain, do I have the same rights as someone sponsoring someone from the Commonwealth or a United States citizen sponsoring someone from the United States?

Mr. Marchand: All Canadian citizens have the same rights. The only restriction concerns the countries behind the iron curtain, where we have no facilities. You have the same rights, but it cannot be exercised because we cannot process the application. As soon as facilities are available in the countries where it is possible to establish those facilities, you will have the same rights exactly.

Mr. Roxburgh: Mr. Marchand, I have a supplementary question on the same point.

We have been told by Mr. Curry that this matter has been discussed by immigration people trying to arrive at some solution to the problem. It is a difficult problem because Canada has no facilities to handle the situation in countries behind the iron curtain. Perhaps Poland will agree to our establishing facilities there, but that is still questionable.

I believe the onus for bringing these people out should be put on the sponsor. The Canadian citizen, or the person who has been in Canada for a number of years sponsoring the relative from the iron curtain country should have the onus put on him. The Canadian Government knows whether or not the sponsor is a reputable, honest and sincere person. A reputable sponsor is not going to bring out someone who would be a discredit to our country.

For example, a large number of Canadian citizens from my riding have visited their homelands during the past two or three years. I have had many applications from these people who, after visiting and getting to know their relatives, want to bring them to Canada. These people are fine Canadian citizens and would not want to bring their relatives here were they not also fine people. I say, let these people bring their relatives out because it will be many years before arrangements will be made to have Canadian Government facilities established behind iron curtain countries. Why can we not work on something like that? There may be the odd case that would not work out, but the ones that do not could be sent back.

Mr. Marchand: This problem is dealt with in the White Paper. It is not very explicit and I do not think it can be, because it concerns

the security test of immigrants. I hope on this we will find ways and means to correct the situation, but I would not like to discuss this in more detail. You know exactly what I am referring to? It is not just a matter of my department being concerned at the moment, but some other departments of the government as well. We are trying to find ways and means of not necessarily automatically waiving this requirement but creating a situation where you will have the same rights. That is all I can say at the moment. We are aware of this problem and I think it is dealt with in this White Paper, and we will try to correct it.

Mr. Skoreyko: Mr. Chairman, I would like to ask the Minister, since he has made or initiated inquiries in Poland, whether or not he would consider examination facilities there, and has the Minister considered advertising, or in some way letting the people of Poland know that there are tremendous opportunities in Canada in the agricultural field.

Mr. Marchand: I cannot answer this at the moment, because it will depend on the formal or informal agreement we can reach with Poland.

Mr. Skoreyko: May I suggest to the Minister that if such steps are taken that that form of advertising would be a boon to those people.

Mr. Marchand: Our general objective is to have all the countries on the same footing. It is impossible to reach those objectives in a very short time because that means we will have to establish facilities in 150 countries around the world, and we cannot afford this. But the objective is to have all countries on the same footing and using the same methods and spending the same amount of money. It depends too on the number of immigrants we can get normally from a country. It is useless to spend a lot of money in a country where we know we are not going to get any immigrants.

Mr. Skoreyko: This is my last question to the Minister. It appears to me that we have been appealing to the professional and to the highly skilled industrialized worker in every country in the world, and I would like to pass on this suggestion. I think we should direct that appeal to the agriculturally minded people behind the iron curtain and I am sure we would receive a favourable response.

Mr. Marchand: As far as permission of people is concerned, there are some restrictions in Canada, but those restrictions are usually im-

posed by private bodies or the provincial governments. We are trying to appeal to the provincial governments so they will remove them. For example, in Quebec to practice medicine you have to be a Canadian citizen. That means you may have a very good physician in Quebec, some of them have been there 10 years, and they are not, for one reason or another, a Canadian citizen and they cannot practice their profession. There is nothing we can do about it, except to try and convince the provincial governments and the political parties to modify their regulations.

Mr. Brewin: Mr. Chairman, I would like to ask the Minister to reconsider this whole question about subversion as a ground for refusing admission. It comes in a number of places, first of all in the White Paper at page 25 it says:

Subversion, in various aspects, constitutes grounds for refusing a person admission. These provisions are difficult to administer and in some respects are repugnant to the cherished beliefs of many Canadians. In the world as it is, however, there is an ever present threat to national security from extremists who are favourably inclined towards, or acting as the paid agents of, unfriendly countries.

This seems to me to point up the extraordinary difficulty of any rational definition of subversion. It is one thing to exclude a paid agent of some country who has military designs on Canada but it is quite different to exclude a person who is favourably inclined towards an unfriendly country. How do you define unfriendly countries. Are the U.S.S.R. and Poland unfriendly now? If so, what sort of judgment would enable a person to decide whether a foreign country is or is not favourably inclined towards this country. This is hopeless from the point of view of definition. Similarly when you get to 63(e) you find the words "Subversives, spies and saboteurs" as those who should be prohibited. I appeal to you that the word "subversive" has been used all over the world as a general excuse for keeping people out and punishing them in some way or other on the grounds of unpopular political opinions.

It is all very well to exclude spies and saboteurs, but when you exclude "subversives" you can exclude people merely because of some unpopular opinion. I know this is a very practical problem. Take the case of someone trying to come from Italy or Greece. They come to this country, they may have had

some police record in one of these countries and then without being told why they are refused entry—and I note that the provisions about appeals here excludes appeals in security cases. I regard it as one of the greatest sources of injustice in the presently administered regulations that persons are kept out of the country merely for some politically unpopular opinion, and denied any right to defend their actions. I suggest that it does not make sense to say that steps are being taken to admit sponsored immigrants from countries behind the iron curtain in one breath and in another breath to say that we should exclude "subversives" because they are favourably inclined towards some unfriendly country. This is really a serious difficulty and I suggest that this White Paper does not deal with it adequately.

Mr. Marchand: I agree partially with you. Do you agree that there may be some type of persons in that field who should be prevented from coming to Canada. I am not only thinking of Communists. Take French Algerians, rightists, and Fascists and ultra nationalists. I will prevent them from coming to the province of Quebec right now. I think you will agree with me if I do. The difficulty is to have a definition in the law; this is why we have this inquiry on security and perhaps something will come out of this. I do not see how you can express it in other terms.

Mr. Brewin: The problem is here because you say later on that it is through the right to appeal that the procedural defects of the present system will be cured by setting up an independent tribunal. I would be satisfied if an independent tribunal on appeal could look at each case and decide whether admission could be a danger to Canada. But there is to be no appeal in security cases. I think this is a very dangerous thing and a denial of justice.

Mr. Marchand: There will be an appeal.

Mr. Brewin: The appeal is no help if there exists an unquestioned discretion to exclude on the ground of subversion without the reasons ever being given as to why.

Mr. Marchand: For sponsored immigrants there will be an appeal. If you have a relative in the Ukraine and you want him to come to Canada, and he is turned down because he is alleged to be a Communist, I think he can appeal to the Board.

Mr. Brewin: That is another aspect and I do not want to deal with that at the moment. I

am dealing with the definition of subversives. I will finish my questions by urging that further thought be given to an adequate definition of subversives so we do not say to people that you cannot enter this country because someone has said you hold the wrong political opinions.

Mr. Marchand: I agreed entirely with you. Of course this is not the law, it is the White Paper and we are just trying to indicate in general terms what we are aiming at. Of course, I understand you are ready to make comments, and I am ready to make them, too.

Mr. Dinsdale: Mr. Chairman, in the White Paper the Minister has emphasized that this is an attempt to get away from any remaining racial bias in our immigration policy. I think that is a principle we all agree with, but I would like to have some clarification on this point, because I have heard several declarations since I have been in the House in respect of this matter and in each case it has been emphasized that this is to end the last vestige of discrimination.

Mr. Marchand: That is not the only purpose for this.

Mr. Dinsdale: This has been emphasized by the Minister. My colleague Mr. Bell is not here, but when he introduced some amendments he said: "They remove from our immigration laws the last vestige of discrimination on the grounds of race, colour or creed." I remember in Mr. Harris' time he laid down a policy which said: "The policy is to admit to Canada in numbers not exceeding the absorptive capacity of our country, such persons as are likely to contribute to our national life." Is this not what we are doing under the White Paper, the absorptive capacity, people who can contribute to our national life in terms of skill. It is about the same principle, is it not?

Mr. Marchand: There is no limitation or percentage in relation to the work force, the labour force.

Mr. Dinsdale: The sponsorship and so forth is related to the absorptive capacity of the country.

Mr. Marchand: Yes, I think that is the general principle.

Mr. Dinsdale: So it is still the same policy?

Mr. Marchand: Yes, it is universal. You know that under the present law some countries are in a more favoured position than others, and it is in the law. Immigrants com-

ing from Europe, from the Americas, and certain other parts of the world have more sponsorship rights than those coming from Asia. This is the rule, and it is not the same policy. As far as the number of immigrants is concerned, the general principle has been that we will accept all those we can absorb and if this has been the policy, it is the policy now.

Mr. Dinsdale: The reason I am raising this point is that recently I asked a question about the Jamaican situation and I was intrigued this afternoon to hear that 500 domestics were allowed in last year.

Mr. Marchand: We have agreed with the Jamaican government that we would be ready to increase the quota from 250 to 500.

Mr. Dinsdale: My question was whether we were going to establish offices in Jamaica and the reply was "No. The question of Canada establishing an immigration office in the West Indies was not raised during the Commonwealth Canada-Caribbean conference. With the present volume of applications, prospective immigrants in the Caribbean can be serviced effectively, and at less cost, by travelling teams despatched from Canada." If there are 500 domestics, I think this must mean there is quite a demand.

Mr. Marchand: They are screened by the Jamaican government, not by our government.

Mr. Dinsdale: Is there a demand, or is there not, for domestics in Canada?

Mr. Marchand: Yes. The problem is, if you want to establish an office in the West Indies, where are you going to establish it. You cannot have ten or twelve offices in all those islands; therefore it is preferable to have a travelling team that goes to those islands.

Mr. Dinsdale: The phrase that I was amazed at was "with the present volume of applications", your suggestion that there are not many people interested.

Mr. Marchand: Of course there are. Would you like to know how many applications we have had from East India. They were tremendous. We could flood the country.

Mr. Dinsdale: That is what I imagined, but the reply said "with the present volume of applications" and the implication was that there were not many people interested.

Mr. Marchand: If you want to know if there are many people interested in coming to Canada, the answer is there are.

Mr. Dinsdale: I was just taking this opportunity to clarify the reply to my question. It was question 1850 which was answered since the White Paper was brought down and it seemed to be quite in line with the policy enunciated in the White Paper.

Mr. Marchand: There is no limit to the number.

Mr. Dinsdale: That is what I thought.

(Translation)

The Chairman: Mr. Pelletier.

Mr. Pelletier: On page 17 of the White Paper it is stated that the matter of the distribution of immigrants throughout various parts of the country is a matter for concern. Paragraph 34 reads in part as follows:

While it has been spread more widely since the war than often in the past, it is still true to say that immigration effectively begins at the island of Montreal and goes west.

I am not sure I understand what this is all about. Does this mean that immigrants first settle in Montreal, then move on further west? Or does it mean that the farthest eastern point where they settle is the island of Montreal, so that very few people go to eastern Quebec or the Maritimes?

Mr. Marchand: That is it.

Mr. Pelletier: We are told in the following lines that if there is a disproportion between French-speaking immigrants and English-speaking it is due to the fact that France is herself faced with a relative reduction in the growth of population rate. Relative to what, may I ask? I think that the population of France is increasing. At least that is what I am told.

Mr. Marchand: Relative to the growth in the French population. If you had a rate of increase of, say, four, five or ten per thousand—between 1935 and 1945, or thereabouts, between six and seven, as I remember—and it fell under that figure, that would be a relative decrease.

Mr. Pelletier: Are you sure about that? The French population figures indicate that, at the present time, there is an increase.

Mr. Marchand: That is true.

Mr. Pelletier: If we were speaking of a decrease in population relative to French economic needs I think I could understand. But I fail to see how there could be such a decrease in relation to, say, 1900 or 1870.

Mr. Marchand: That is the only meaning it could have. In any case I will look into it.

Mr. Pelletier: And in the same paragraph we can read:

It also appears that some potential immigrants...

It is difficult to understand what a potential immigrant is.

... have felt that Quebec has provided a less favourable environment than have most of the English-speaking provinces.

What does that sentence mean? The one that falls in the middle of the paragraph?

Mr. Marchand: It is alluding to the fact that Quebec generally has perhaps been more reticent towards immigration or immigrants than certain other provinces.

Mr. Pelletier: That is e.g. New Brunswick or Newfoundland?

Mr. Marchand: It is not the same case, because there are not many immigrants that go to New Brunswick or Newfoundland. There are quite a few who go to Montreal, Quebec and the rest of the country. We know that Ontario, for the past few years, has had its own immigration offices, Alberta has its own immigration offices.

Mr. Pelletier: How many provinces have their own immigration offices?

Mr. Marchand: About four or five provinces I think; Manitoba for one. There are provinces that send teams abroad to select immigrants. The Province has never looked into this matter. Beyond this, let us say that the Quebec environment—according to the evidence of hundreds of immigrants—is less sympathetic to them than it is in other provinces.

Mr. Pelletier: Is it because unemployment is higher that immigrants do not come?

Mr. Marchand: The only answer I can make is to refer to a personal experience, some years ago, when I was in another position than the one I am now, I met several French groups who complained that they were unfairly discriminated against by French-Canadians.

Mr. Prud'homme: This has been the case at the last election campaign.

Mr. Pelletier: Is this also true of the Western provinces? There was the case of the British in Toronto, for instance. For a while after the war—

Mr. Marchand: Maybe. But the fact remains that the majority of immigrants have settled in Ontario and in the Western provinces, rather than in Quebec. But there may be economic reasons for that. When an immigrant leaves Europe and comes to Canada, he does not come in search of French or English culture, he comes to work. So, if there are more opportunities for working in Ontario and in the West, that's where he goes. And if there is an environment which is not receptive to immigrants in Quebec, it is clear they will not come.

Mr. Pelletier: At the last sentence in that paragraph we say that the government has decided to restore this by all the means at its disposal, what are you going to do to eliminate a situation like that?

Mr. Marchand: Well, the first means at our disposal is to see that we have immigration offices in French speaking countries, which would permit French speaking people to come to Quebec and then we will try to cooperate with Quebec because this environment is changing. Indeed in Montreal, the situation has greatly changed. We should see to it that the province of Quebec can now look into this matter of immigration actively. We will cooperate with Quebec. In fact we have offered our cooperation to that province more than once, since this is a matter where the provinces have jurisdiction. These are the methods at our disposal.

Mr. Pelletier: What is the proportion of the effort made in the British Isles compared with the effort made in France?

Mr. Marchand: It is about ten times.

Mr. Pelletier: Ten times?

Mr. Marchand: Oh! let's say five times.

Mr. Prud'homme: Is it because there is a greater possibility of success in one place than elsewhere?

Mr. Marchand: Yes, there are more immigrants in England who want to come to Canada than there are in France. It is like in Italy. There are 30 to 35,000 Italians who come to Canada each year. To the extent that there is a demand of that proportion we establish offices. It is not the offices which create the need for immigration, but the fact that there are many applicants for immigration that create offices.

Mr. Pelletier: I am only aware of the Portuguese, but at the present time—you will tell me if I am not correct—I note that there are

many immigrants who come on invitation from other immigrants.

Mr. Marchand: They are sponsored immigrants.

Mr. Pelletier: In that part of Montreal which is of interest to me, I have noted that to bring people from Portugal or parts of the Portuguese empire takes 17 or 18 months. That is the time required to process their applications, whereas other applications are processed much more rapidly in other countries, in six months, perhaps. It might be that we have a more developed office system there.

Mr. Marchand: There are two explanations to this, there is the number of offices that we are able to get and there is the number of applications. Take for instance New Delhi, in India, I do not know how much delay there is in processing applications, but in view of the population of India, and the number of persons who are anxious to come to Canada, I know that the offices are swamped. We would need five or six offices in India to meet the demand. There is also a question of financial limitations. You cannot do everything at once.

Mr. Pelletier: On the other hand applications can only be accepted where there are offices to process the applications. But if immigrants wish to come and there is no office there is no immigration?

Mr. Marchand: That's it. That could be a form of discrimination. If we don't want immigrants from a certain country, we don't have to open immigration offices.

Mr. Pelletier: In regard to paragraph 59, page 27, the last lines cause me some concern: "It seems essential, therefore, to include in the prohibited classes the person who is known or suspected on reasonable grounds to be associated with criminals or who is a fugitive from justice, even though not actually convicted of any specific crime."

Mr. Marchand: Paragraph—?

Mr. Pelletier: Paragraph 59.

Mr. Marchand: "It seems essential, therefore, to include in the prohibited—"

Mr. Pelletier: "Convicted of" That is all right. But "who is a fugitive from justice" is something else again. I don't see what you are referring to, it could be anybody.

Mr. Marchand: If it were in the act, if this becomes a law, it may obviously give rise to many interpretations and all kinds of annoy-

ance. Take a case like Al Capone in the United States, even at the time where he was not accused of anything, everybody was aware that he was a well known criminal. Immigration authorities would have been justified in view of this section to say: "No, we don't want you in Canada".

Mr. Pelletier: That's an extreme case.

Mr. Marchand: An extreme case. Perhaps we are dealing with people who are implicated in drugs or smuggling, of which the R.C.M.P. might be aware but without having evidence that would stand up in court. If that case comes to the immigration office, I don't see how we should run the risk of accepting him. On the other hand, of course, this provision is a kind of witch hunt, but we must protect ourselves somehow or other under the Act. The main problem is one of interpretation and administration.

Mr. Pelletier: But does this mean that a police report may be sufficient to prevent an immigrant from coming to Canada?

Mr. Marchand: No, because there are times when police makes reports which we do not take into account.

Mr. Munro: I just want to ask about something Mr. Pelletier brought up, namely, our immigration offices in France, Mr. Chairman. Did we not open two additional ones last year?

Mr. Marchand: Yes, one in Bordeaux and one in Marseilles.

Mr. Munro: That is a total of three?

Mr. Marchand: Yes, there are three.

Mr. Munro: Do you have any general impression of what their success has been in terms of encouraging immigration from France as a result of this added facility?

Mr. Marchand: It has increased a little bit, by about 30 per cent, but there were only about 2,000 French nationals, I think, last year. If you have 30 per cent it is not a large number.

Mr. Munro: Why is that? Is there some reluctance on the part of the French government to have us carry on promotional programs?

Mr. Marchand: There are many, many reasons. First of all, the Frenchmen like France usually; they like to live in France. That does not mean that they do not emigrate, because there are about 25,000 French immigrants to the United States each year, or somewhere else. It is a country of immigration; they have

received as many immigrants in France as we have received in Canada since the end of the war. They have full employment, and usually Frenchmen do not like to emigrate. If they do, most of them prefer to go to the United States. I think the number of French who have emigrated to the United States since the war is much more numerous than those who emigrated to Canada.

For a long period there has been some restriction on publicity in France. As a matter of fact there is a special decree of the government stipulating that no one can solicit any French worker to emigrate. Of course, there is a tolerance for Canadian immigration offices over there but the law is still there. This is one thing I would like to clear up with the French government. I would like to see de Gaulle himself but at this moment, I will have to be satisfied with seeing the government.

Mr. Prud'homme: Is it true that they do not have a minister especially in charge of that to show there is a lack of interest?

Mr. Marchand: It is the Minister of Social Affairs who has been designated to take care of those problems.

Mr. Brewin: Mr. Chairman, on a point of order, I have one more serious question to ask. If the Minister is going to come back another time, I would prefer not to ask it now.

Mr. Marchand: I will come back some other time, but that does not mean next week, because I have to be abroad for eight or nine days. After that time, I will return.

Mr. Brewin: I would prefer not to put the question today, but—

The Co-Chairman Mr. Klein: I personally think if we could dispose of the questions to be put to Minister today so he would not have to come back, we could go ahead with other work.

Mr. Skoreyko: I agree with you.

Mr. Brewin: I want to ask about one matter and I think it is very fundamental because I think it has caused a lot of difficulty in the past. I appreciate that some of the proposals here may help to overcome it, but I am dealing with the situation that has arisen when people are excluded from admission to this country simply on the ground they have do not have a visa. When they are asked why they do not have a visa, they are told that they do not meet the requirements, period. This possibility which has been very widely exercised for a number of years in the immigration department, brings about a situation

whereby even an appeal board can have very little effect on judicial power. I know I have been on many cases before the present immigration appeal board when the grounds given for deportation—for someone who has come in as a visitor or who is a non-immigrant—has been that you do not have an immigrant visa. No reason is given; your hearing which is a judicial one is provided by the present act before a special inquiry officer. The sole ground of exclusion is that you do not have a visa. This means that you are a prohibited person, because you do not comply with the regulations which require you to have a visa.

Under the guise of this particular device, which, as I say, has been widely used, not only has the procedure for a hearing before the special inquiry officer, but the right of appeal from that decision are both being rendered virtually meaningless. Now supposing we set up this immigration appeal board procedure as proposed within the legislation that the Minister has introduced, supposing you have a sponsor who is seeking to bring someone in, and it is stated here on page 33, paragraph 83:

A non-immigrant ordinarily will be deportable at any time on any of the grounds making him a prohibited person...

Now unless a person can be said to be prohibited merely because they do not have a visa, which again is issued by the immigration authorities or refused by them, you have a system in which there is no real judicial hearing whatever. Now, this is linked of course, with security because I believe that the Immigration Appeal Act—I do not have it in front of me—excludes security cases. But I want to say to Mr. Marchand, and ask him what his solution to this is, there is a great gap here as far as there being any fair or reasonable judicial hearing for people who are visitors or who seek someone to come in. I know that at the moment, Mr. Marchand does not propose that someone outside wanting to come in should have any right to appeal. It is also a very disturbing and upsetting thing for someone outside who seeks to come to Canada whether sponsored or otherwise, to be told: "You do not meet the requirements, you do not have a visa and therefore you are not going to be allowed in".

Mr. Marchand, I will just finish my question by saying that I appreciate the necessity of having visas because this is a means of pre-examination, and seeing someone in their own country does in fact assist investigation

and control. I am not arguing against the necessity of a visa, but what I am arguing against is the refusal of a visa without any possibility of the person finding out the cause of the refusal of the visa and then making the absence of the visa—or sometimes a medical certificate—a ground that brings someone within the prohibited classes who can be excluded. This is no academic proposition that I am putting before you; this is something which is done in practice again and again, and until it is eliminated, I want to suggest that you will not have eliminated one of the most serious causes of injustice as far as would be immigrants and applicants to come into Canada are concerned. I wonder how that is going to be dealt with because, unless in your final regulations and in your final act you deal with that problem, you will have dealt with only part of the problem.

May I add just one further thing and this is that the Supreme Court of Canada have said again and again, it is the intent of the Immigration Act that a person should have a fair hearing as to whether he is admissible or non-admissible and it cannot be in substance a fair hearing if they are just told—and I have seen the letters and I am sure Mr. Marchand has seen many of them—Mr. X and Mrs. Y, you do not meet the requirements and, therefore, you cannot come in.

Mr. Marchand: What I have promised to reconcile is that you understand it is normal to have visas to come to Canada except if you come from a country where a visa is not necessary and you have a lot of countries where a visa is not necessary to come to Canada. You agree that they should have one so if they should not have one, they cannot be allowed in without this visa. I do not see how you can argue this.

Mr. Brewin: Yes, but that is not getting at the point. Mr. Marchand. The point is that the absence of that visa, without reason given, should not be grounds for exclusion. Admittedly, some have not even bothered to apply but supposing they have applied and been refused. Supposing somebody in Italy is trying to sponsor their brother or sister who is admissible under your proposed new regulations, and when he goes to Rome to the Canadian immigration officer he is told "your application is refused, you do not meet the requirements, so we are not going to give you a visa". This happens over and over again. This is part of the basic system. It could happen to anybody seeking to sponsor someone and—

Mr. Marchand: Are you referring now to persons who are here in Canada without visas, or are you referring only to prospective immigrants who are refused visas and no reasons are given?

Mr. Brewin: I am referring to both. I am referring to people in Canada and perhaps visitors who under section 7 of the act have the right to apply to stay here, and they may be told that they cannot come into this country because they do not have a visa, because they just have a non-immigrant visa.

The same is true of people who might come into an admissible class because they are sponsored or might be admissible because they are qualified to come in without a sponsor. In all of these cases the practice has been very often just to say in a blunt way: no "You do not meet the requirements". I could get you 20 letters from my own file.

Mr. Marchand: I think that before answering this question I should say that there is a policy to which I should stick and I believe in this very firmly. With respect to all those who come to Canada as visitors and with the intention of staying or becoming landed immigrants, I think we should discourage this method because it is useless to have offices and to have thousands of people going through those offices for examination, if you can come to Canada, stay here and say, "accept me, I am here now". What is the use of having all those offices? What is the use of examining all those people? Therefore if they come here, and once they have the status of landed immigrants, without being subjected to the same examination of all those who are abroad and want to come to Canada, I think this should be discouraged. This is why we have adopted these very strict regulations on ship jumpers. We want to educate, because it is known that this is a very easy way to come into Canada. Why bother to go to the immigration office; you only have to land in Canada and they will accept you. This has to be discouraged. I do not say that we cannot be generous in immigration; this is something different.

Mr. Brewin: That is all right, Mr. Marchand, and I sympathize with that policy although there are always exceptions to it, and they are mostly the people I have come in contact with. What about the people who may be outside and who apply in all the proper fashion and who may be admissible either because they are sponsored, or may be admissible *prima facie* because they have the required skills? In that case their relatives,

under your new proposal, would have a right to sponsor them and have the right to appeal. What I am saying is that if on the appeal the ground for exclusion is advanced that you are within the prohibited classes because we refused you a visa, then—

The Co-Chairman Mr. Klein: I think what you are saying, if I understand you correctly, that when a person is refused a visa and he appeals, he does not really get an appeal on why he has been refused the visa, he is refused an appeal because he does not have a visa.

Mr. Brewin: That is right.

The Co-Chairman Mr. Klein: So the appeal is meaningless, because the appeal does not focus on the refusal of the visa, but on the fact that he does not have one.

Mr. Brewin: Exactly. This is not a hypothetical case, this is a frequent occurrence.

Mr. Marchand: Let us say that an immigrant wants to come to Canada and he applies, normally to an office abroad; he is turned down and refused a visa. Do you mean that if he comes here his application will be turned down because a visa has been refused, without an explanation. Is this what you are saying?

Mr. Brewin: Exactly. And suppose his father has applied to bring him in, or a son has tried to bring his mother or father in and they applied because they have the right to sponsor him at the present time. What I am saying to you is that this immigrant goes to the Canadian consulate in Rome or Athens or wherever it may be and he is told: "We do not intend to issue you an immigrant visa". Why? No reasons are given other than you do not meet the requirements.

Mr. Marchand: I can tell you that I write hundreds of letters each week, giving the reasons why applications are turned down.

Mr. Brewin: You are a model minister, if you do.

Mr. Marchand: I do not remember signing a letter where the reasons were not given to you.

Mr. Brewin: Perhaps these cases do not reach you. I can assure you that this is a very common thing.

Mr. Marchand: Mr. Curry may explain this to you.

Mr. Curry: I think I have Mr. Brewin's point on this. It is a matter of regret to us as

officials if the practice has grown up under the laws that exist, that the reasons for the refusal of a visa may not be given. But there are two practical difficulties—and I am sure Mr. Brewin will recognize them—and one is in the field of health, especially mental health, where we state the reasons for the refusal of prohibition very expressly with the person concerned, and any publicity given to it would be extremely distressing.

The other one and a much more troublesome one is in the field of security, where to state the reasons immediately leads to a pursuit of the nature of the investigation and so on, which of course leads us into the field where a full disclosure cannot be made, because we simply destroy the sources of our information. The appeals bill that is now before the House, has in it portions that bear right on this question, and I think it is the full intention I believe of the Minister—I think we have discussed this, although I cannot put intentions in his mind—to give reasons in practically all cases in the future.

Mr. Brewin: I will satisfy myself by saying that I have brought attention to the problem. When we are discussing the Immigration Appeal Board and the actual revisions of the act and regulations, I am going to ask that this be gone into more fully, because really this is a gaping hole in the whole scheme of the judicial administration and this was carried out way back when. It goes back to at least before Mr. Pickersgill's days and through a whole series of Ministers of Immigration.

Mr. Curry: We have long felt that a person cannot come in because—

Mr. Brewin: Would you agree with me that this has been quite a common practice, Mr. Curry?

Mr. Curry: It has been in those cases.

Mr. Brewin: Oh, but in other cases, too.

Mr. Marchand: This I am not aware of. I told you that I have never signed a letter of that type saying you are not accepted because you are not accepted.

Mr. Brewin: You have only been in the department a little while, Mr. Marchand.

Mr. Marchand: Yes, I know it will take time to have experience in this job.

The Co-Chairman Mr. Klein: We will return at the call of the Chair.

Mr. Schreyer: I would like to put my question by first quoting one sentence from Mr.

Marchand's statement at the time of the tabling of the White Paper. You said, that the new policy would be expansionist. You go on to say:

It seeks to establish the basis for a steadily active immigration policy adapted to our manpower needs, a policy that will assist Canada's growth by bringing here every year a good number of people able to adapt to our society and qualified to contribute to our economy.

I would like you to reconcile that with the problem of regional manpower needs. I have in mind specifically the problem as it exists at the present time in the prairie provinces area, where the unemployment rate is about 1.2 per cent and the premier of one of the provinces said just the other day that this was causing a very definite brake on the economy of Manitoba, and I think this applies certainly in Saskatchewan. There is a problem of inadequate agriculture labour supply, inadequate labour supply in industry in the metropolitan areas on the prairies and yet the intention of your new policy is to put more emphasis than ever on suitable skills. Now the term "suitable skills" is something which puzzles me. It seems to me that if there is a great need in a region for agricultural labour or semi-skilled industrial labour, is not that kind of skill suitable to the economy? I have the impression that the department would be pretty strict on the skill factor of processing applications. How can you reconcile this?

Mr. Marchand: You know that we have had, and we intend to have in the future, special programs, immigration programs, concerning these regional or local needs. We had this agreement with the Jamaican government concerning the harvesting of—I do not know what product—in southern Ontario. Now we are working with the Manitoba government with respect to the clothing industry manpower problem they have. But I think we have to deal with those particular problems separately because otherwise, if we do not attach the program to the needs—we can say to Manitoba, who, for example, needs 2000 workers right now, that we are going to accept 2,000 more immigrants this year, but that does not mean that Manitoba is going to get them. It will not meet their needs at all. So we have to deal with those problems specifically and try to see how we can get the men and how we can create conditions so those men will stay in that particular industry. Right now, as you know, there is unemployment in

certain regions of Canada. It is impossible to move those unemployed to certain regions of Canada where there is a need for manpower, it is just impossible to do it.

Mr. Schreyer: Why?

Mr. Marchand: Because most of the time the working conditions are very poor. You would be sure, at least, if you had immigrants that they will stay there five months or six months, but as soon as they see that they can get a job in Montreal or Toronto, they will

move and you will still have the problem. This is why I think it is preferable to deal with these problems separately through special programs. This is what we have done for southern Ontario and this is what we are in the process of doing with Manitoba.

Mr. Schreyer: I will await your return.

The Co-Chairman Mr. Klein: I would like to thank the Minister and the Assistant Deputy Minister for coming here today. We will adjoin to the call of the Chair.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations
and/or a translation into English of the French.

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LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS

First Session—Twenty-Seventh Parliament

1966

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON
IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 2

TUESDAY, NOVEMBER 29, 1966

WITNESSES:

Messrs. Tom Kent, Deputy Minister of Manpower and Immigration, R. B. Curry, Assistant Deputy Minister (Immigration), E. P. Beasley, Director of Planning (Immigration).

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967



MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

Baird
Cameron
Croll
Desruisseaux

Fournier (*Madawaska-
Restigouche*)
Hastings
Hnatyshyn

Macnaughton
Nichol
Pearson
Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken
Mr. Badanai
Mr. Baldwin
Mr. Bell (*Carleton*)
Mr. Blouin
Mr. Brewin
Mr. Crossman
Mr. Deachman

Mr. Dinsdale
Mr. Enns
Mr. Haidasz
Mr. Laprise
Mr. Macaluso
Mr. Munro
Mr. Nasserden
*Mr. Orlikow

Mr. Pelletier
Mr. Prud'homme
Mr. Régimbal
Mr. Roxburgh
*Mr. Ryan
Mr. Skoreyko
Mr. Watson (*Châteauguay-
Huntingdon-Laprairie*)

Maxime Guitard,

Clerk of the Special Joint Committee.

* Replaced Mr. Schreyer on November 21, 1966.

* Replaced Mr. Wahn on November 28, 1966.

ORDERS OF REFERENCE

Monday, November 21, 1966.

Ordered,—That the name of Mr. Orlikow be substituted for that of Mr. Schreyer on the Special Joint Committee on Immigration.

Monday, November 28, 1966.

Ordered,—That the name of Mr. Ryan be substituted for that of Mr. Wahn on the Special Joint Committee on Immigration.

Attest.

Léon-J. Raymond,
The Clerk of the House of Commons.

MINUTES OF PROCEEDINGS

Tuesday, November 29, 1966.

(4)

The Special Joint Committee of the Senate and of the House of Commons on Immigration met at 4:09 o'clock p.m. this day. Mr. Klein, Chairman of the House of Commons' section presiding.

Members present:

Representing the Senate: Honourable Senators Fournier (*Madawaska-Restigouche*), Hastings, Pearson, Willis (4).

Representing the House of Commons: Messrs. Baldwin, Bell (*Carleton*), Blouin, Deachman, Dinsdale, Haidasz, Klein, Macaluso, Munro, Orlikow, Prud'homme, Skoreyko, Ryan (13).

Also present: Mr. Gray, M.P.

In attendance: Messrs. Tom Kent, Deputy Minister of Manpower and Immigration, R. B. Curry, Assistant Deputy Minister (Immigration), E. P. Beasley, Director of Planning (Immigration).

The Chairman opened the meeting and presented a substantial oral report of the meeting held by members of the subcommittee on Agenda and Procedure, on Wednesday, November 23, 1966.

The witnesses were then called and examined on the White Paper on Immigration.

The examination of the witnesses continuing, at 6.05 o'clock p.m., the Committee adjourned until 8.00 o'clock this evening.

EVENING SITTING

(5)

The Special Joint Committee of the Senate and of the House of Commons on Immigration reconvened at 8.10 o'clock this evening. The Chairman of the House of Commons' section, Mr. Klein, presiding.

Members present:

Representing the Senate: Honourable Senators Croll, Desruisseaux, Fournier (*Madawaska-Restigouche*), Hastings, Langlois, Macnaughton, Pearson, Willis (8).

Representing the House of Commons: Messrs. Bell (*Carleton*), Dinsdale, Haidasz, Klein, Macaluso, Munro, Nasserden, Orlikow, Roxburgh (9).

Also present: Messrs. Rock, M.P. Gray, M.P.

In attendance: The same as at this afternoon's sitting.

The Chairman invited the Committee to resume its examination of the witnesses.

Mr. Macaluso moved, seconded by Mr. Bell (*Carleton*),

That the Committee do now adjourn.

After debate thereon, the question being put on the said motion it was, by a show of hands, negatived; yeas: 5; nays: 7.

The witnesses retired subject to being recalled.

At 10.08 o'clock p.m., the Committee adjourned to the call of the Chair.

M. Guitard,

Clerk of the Special Joint Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, November 29, 1966

The Co-Chairman Mr. Klein: Gentlemen, we have a quorum. I would like to mention, before we begin our work on the actual agenda, that a subcommittee on Agenda and Procedure met on November 23, 1966. It was suggested that we meet twice today and that we would decide on the frequency of future meetings after our last meeting this evening; and that the officials of the Department of Immigration would be asked to attend as many meetings as are necessary to answer questions of the members of the Committee during a chapter by chapter discussion of the White Paper. It is intended that after the discussion of the White Paper is completed we would invite a representative of the Canadian Welfare Council, Mr. Rubin Bates and Mr. Deutsch of the Economic Council. The Canadian Congress of Labour has asked permission to appear. We also intend to circulate letters to the various ethnic groups, asking them to submit briefs to the Committee.

I think that for the foreseeable future we have enough work for the Committee, and we can decide at a later date what further procedures should be taken, if necessary. If that meets with the approval of members, I would now welcome members of the Department of Immigration: Mr. Tom Kent, the Deputy Minister, Mr. Curry and Mr. Beasley. We will now proceed with a chapter by chapter discussion on the White Paper. I think you will agree that perhaps we could dispense with the introduction, which contains the purpose and issues, and go directly into chapter II. Are there any questions on chapter II?

Mr. Gray: Mr. Chairman, there are many things covered in this chapter. One of the main topics seems to pertain to the question of sponsored immigration. To assist the Committee in its consideration of this phase of the proposals of the White Paper, would it not be possible for the officials who are here today to provide certain background information. I believe that paragraph 18 on page 11 of the White Paper says:

Since the end of the Second World War, Canada has received more than 2,500,000

immigrants, over 900,000 of whom were sponsored.

First of all, Mr. Chairman, I would like to know how many of these sponsored immigrants were males over 18, how many of the balance would be children under 18?

Mr. Tom Kent (Deputy Minister, Department of Immigration and Manpower): Can we divide it up that way over the whole period, Mr. Beasley?

Mr. E. P. Beasley (Director, Policy and Planning Directorate, Department of Immigration and Manpower): I do not think we have that information here at the moment, Mr. Kent.

Mr. Gray: Could you provide that information for the Committee?

Mr. Kent: We can certainly provide that information, yes.

Mr. Gray: I would like to know how many of these 900,000 would have been sufficiently qualified at the time of entry that if they had applied to come in as unsponsored immigrants they would have been admissible as such?

Mr. Kent: I am afraid we cannot answer that for the 900,000 over the whole post-war period because the records which would show the skill or the educational level of the sponsored immigrants have not been kept in that form throughout the post-war period. We can give indicative figures for recent years.

Mr. Curry: Yes, for the last three years.

Mr. Gray: Do you have those figures here?

Mr. Kent: Yes, we probably do.

Mr. Gray: In other words, sir, you cannot disagree with me if I suggest to you that a substantial number of the sponsored immigrants who came in between the end of the Second World War and the beginning of the three year period you have mentioned might have also been qualified if they had applied to come in as unsponsored immigrants?

Mr. Kent: There is no sort of statistical evidence to say what proportion over the period as a whole, but certainly for the last three years it would be true to say that quite an

appreciable proportion would indeed qualify as unsponsored immigrants. Are these figures in such a form that we could give the correct percentage right now?

Mr. Curry: I do not think so. I think we should take notice of it.

Mr. Gray: In view of what you have just said, Mr. Kent, it would be possible for the Committee to take issue with the statement on page 13 of the White Paper beginning at paragraph 25 which reads:

The immigrants who enter our labour force without qualifications of education or skill are those who are sponsored by relatives in Canada.

That is not correct as an absolute statement.

Mr. Kent: It would not be correct to say that the immigrants who enter Canada because they are sponsored by relatives in Canada are immigrants entering without qualifications of education or skill. That would be incorrect, but that is not what is said. What is said is that those who do enter without qualifications are sponsored ones because the others do not enter. There is a slight exception to that, of course, in the case of a limited number of refugees, but that is all.

Mr. Gray: But there is no question that it would not be correct to say that all of the sponsored immigrants are not in possession of qualifications of education or skill at the time they arrive, which would permit them to enter if they had applied as unsponsored immigrants?

Mr. Kent: That most certainly would not be true, but that is not what is said at the beginning of paragraph 25.

Mr. Gray: Are you able to tell us the level of education and/or training held by the 900,000 people at the time of their entry to this country?

Mr. Kent: No. As I said earlier, the records to show that have not been kept until the last three years. We can show that percentage for the past three years but not for earlier years.

Mr. Gray: Can you tell us what happened to the 900,000? First of all, specifically how many have gone into the labour force since their arrival as unskilled workers, as skilled workers, as professional or technical workers?

Mr. Kent: Again we can give those figures for the last three years but we cannot give a complete story over the whole post-war period because figures were not kept.

Mr. Gray: Do you have these figures with you?

Mr. Kent: We will have to put them in the form you want. We have the raw material that would enable us to give you that information in the form you want the next day the Committee meets.

Mr. Gray: Would you be able to tell us what level of education these people may have achieved since their arrival, broken down by public school, high school, college, technical or professional training?

Mr. Kent: No.

Mr. Gray: Can you tell the Committee what proportion of the 900,000 went into the labour force and with respect to those who went into the labour force how the work they do is distributed among the various combinations of work?

Mr. Kent: No, we cannot give that breakdown, and of course the up to date figures—the figures that we can give for the last few years—reflect immediate entry to the labour force. Obviously, they do not reflect subsequent entry to the labour force on the part of those who enter as children in the first place, who over the whole post-war period would account for a large proportion of the 900,000.

Mr. Gray: Tell me, Mr. Kent, what is the statistical or analytical information on which you base the recommendations in the White Paper with respect to changes in the sponsorship regulations?

• (4.20 p.m.)

Mr. Kent: If by the statistical and analytical information you refer to the percentage who would not meet the skilled qualifications for unsponsored immigrants, based on the statistics of recent years there is no reason at all to think that those are appreciably different from those of previous years.

Mr. Gray: By “recent years”, you mean the past three years?

Mr. Kent: That is right.

Mr. Gray: But you cannot give us a complete picture covering the questions I have raised which would show us what happened to these 900,000 people?

Mr. Kent: No statistics or records have been kept in the past in the form which would make it possible to do that.

Mr. Gray: Let me ask you another question. Could you tell us what would happen to our country if by some magic process the 900,000 people were suddenly removed from our country?

Mr. Kent: Let us say that that is a more hypothetical question than any of us could answer very satisfactorily.

Mr. Gray: Could our country be harmed if these 900,000 people were suddenly removed?

Mr. Kent: Frankly I do not know how to answer that question or how anyone would know how to answer it. Obviously any sudden removal of any 900,000 people would cause all sorts of harm to any country.

Mr. Gray: But if an appreciable number are distributed among farmers, factory workers, tradesmen, professors, teachers, doctors, lawyers—and of the 900,000 even without having your figures, I gather there would be an appreciable number—and if they were suddenly removed, would you not agree that this would harm our country?

Mr. Kent: I would think that the sudden removal of any 900,000 people would harm the country.

Mr. Bell (Carleton): That is not to suggest that lawyers are not skilled?

Mr. Gray: On the contrary, especially when I see a counsel at the level of our distinguished colleague from Carleton, even though I may not agree with his political contentions from time to time.

The Co-Chairman Mr. Klein: There is no such thing as an unsponsored lawyer.

Mr. Gray: There could be according to what Mr. Kent has just told me—I am sorry; it could be a sponsored lawyer.

Could you tell me, Mr. Kent, exactly what has to be done at the present time for someone to come into this country as a sponsored immigrant?

Mr. Kent: Someone in Canada has to make an application on his behalf. This application has to state the willingness and ability of the sponsor to support the immigrant who is to be sponsored, if this should be necessary. Assuming that this condition is met, then of course the application is forwarded to our overseas office and the necessary information is then taken from the individual entrant and he comes forward in the normal way. The only difference between the sponsored and the unsponsored immigrant is in the initiating step.

Mr. Gray: If I could deal with that for a moment, you referred to the sponsor indicating his willingness and ability. It is not enough for the person simply to fill out a form; you have certain standards of economic ability and housing which must be met. Am I right?

Mr. Kent: Yes, you are indeed.

Mr. Gray: And if I am not mistaken, these standards are in the form of a scale?

Mr. Kent: That is right.

Mr. Gray: Could you produce the scale for us?

Mr. Kent: We do not have it here but it can be produced.

Mr. Gray: You would agree with me though that for a sponsorship application to be accepted, the sponsor has to show that he is earning a certain amount, that he has housing of a certain size and that he has certain assets, and these factors are greater or lesser depending on the number of people he wants to sponsor at the particular occasion?

Mr. Kent: Yes, there is this scale which is taken as the test of his ability in fact to do what he states himself willing to do.

Mr. Gray: And each person who wants to sponsor someone has to meet these standards of housing, assets and finances. Is that right?

Mr. Kent: Yes. This is what is implicit in the concept of sponsorship.

Mr. Gray: Therefore, this means that contrary to what seems to be suggested in paragraph 27 on page 13 and 14 of the White Paper, unless the people brought in by the first sponsor can meet these requirements of finances, housing and so on, they cannot in turn sponsor anyone else. Is this correct?

Mr. Kent: The sponsor obviously must meet the conditions of sponsorship, certainly.

Mr. Gray: And this applies to each person in the chain?

Mr. Kent: Surely.

Mr. Gray: May I point out to the Committee that this point is not brought out in paragraph 27, pages 13 and 14 of the White Paper, the White Paper states:

One skilled immigrant comes to Canada and quickly establishes himself. Very soon, he can sponsor the immigration of his brothers and sisters and his wife's brothers and sisters. They do not have to meet any standards of education

or skill. They bring their wives and husbands. Possibly quite soon, the wives and husbands of the brothers and sisters of the original immigrant and of his wife can sponsor their brothers and sisters, again without any requirement of education or skill.

The plain fact is that this cannot happen unless each sponsoring individual has demonstrated his attachment to the economy and the labour force of this country by meeting the department's standards of finances and housing. Is that not right?

Mr. Kent: Certainly that is right and there is nothing in this paragraph to suggest otherwise. The initiating statement is that the skilled immigrant comes to Canada and quickly establishes himself, as fortunately most do. And in that case very quickly meets the qualifications for sponsorship and so on.

Mr. Gray: Just a moment; you are moving too quickly. This also applies to the unskilled people who are originally brought in by the skilled immigrant. They cannot sponsor anyone, unless they demonstrate they have certain assets, housing and so on.

Mr. Kent: That is right.

Mr. Gray: Would you not agree that that shows that these so-called unskilled people have, in fact, attached themselves to the labour market and in the economy of this country in acquiring the finances and the housing?

Mr. Kent: In those cases certainly. There will be the odd case where of course they were in the fortunate position of bringing the assets with them, but those are in the minority. In most cases, it indicates some success in establishment.

Mr. Gray: So that actually the chain cannot grow in the explosive manner intimated by the section, unless each level of sponsors have fitted into the economy on the basis of their ability to earn enough assets and housing to bring the next group in. Is that not right?

Mr. Kent: They do not have to have assets and housing. They do not have to own the housing, but they have to have at that moment a standard in housing and assets which is not a very high standard but which is enough to make it meaningful for them to undertake the responsibility of the sponsorship.

Mr. Gray: And obviously unless they win a sweepstake or something they cannot meet

those standards without becoming an effective part of the labour market and economy.

● (4:30 p.m.)

Mr. Kent: Up to that point. I think perhaps I should say, if I might, that this chain of events which you are postulating is one which can take place quite readily and easily in buoyant economic conditions. Our standards for sponsorship—as you will see when they are tabled in the Committee next time, and I think many members are familiar with them are not so high that they represent the type of guarantee of permanent affluence that would mean that these establishments in the labour force are a guarantee in any sense of permanent employment so to speak. And clearly the danger which is referred to in this section of the White Paper is the danger that in less buoyant economic conditions some of the people who have entered relatively under-qualified for the labour force, will not be able to hold steady and productive employment, I think is the phrase used. This is the danger posed by immigration which is unrelated in itself to qualifications for the labour force.

Mr. Gray: Before I ask you about this danger, you will agree though that it is definite, in the way the system works, that the chain can and will be broken at any point in which a particular level of sponsors does not earn enough to meet the standards?

Mr. Kent: That is certainly true.

Mr. Gray: And it would follow in a sense then the system is self correcting in that if the economy slowed down and the people do not have the assets to meet your requirements they cannot sponsor anyone?

Mr. Kent: In that situation there would be a slow down in the future entry of sponsored immigration, as no doubt also by a different chain of circumstances there would be of unsponsored immigration. This is an inevitable reaction to adverse economic conditions. That does not affect the position of those who have already entered.

Mr. Gray: But those who have entered before the immediate chain, must have gained some attachment to the labour market to permit them to sponsor the one who came just after them.

Mr. Kent: The danger is that it is the type of attachment to the labour force which is less able to stand up against adverse economic conditions.

Mr. Gray: What is your evidence of that?

Mr. Kent: I think it has been shown that the level of unemployment is consistently higher among people with less qualification than it is among more qualified people.

Mr. Gray: You just told me that sponsored immigrants are not all unqualified people.

Mr. Kent: Perhaps in order that there should not be any misleading impression of that, there are some people who come as sponsored immigrants who could in fact, meet the qualifications for unsponsored, but obviously the ones who come because they are sponsored contain a far larger proportion of people who are more or less skilled. We do have the figures for the past 10 months. I am sorry we do not have them immediately available in this form for the whole of the three years for which figures have been kept. For example, for the first 10 months of this year the proportion of unsponsored immigrants rated as skilled is 86 per cent.

Mr. Gray: Eighty-six per cent of the unsponsored immigrants is rated as skilled.

Mr. Kent: These are the ones who are entering the labour force—the unsponsored ones, whereas the percentage of sponsored who are rated as skilled is 44 per cent.

Mr. Gray: But you are not able to tell us of the remaining 56 per cent how many within a year, two years or three years after their arrival become skilled and enter the labour force in a way that would make them comparable to skilled people who are skilled when they enter?

Mr. Kent: We have no statistics to that effect, but certainly the number who would be able to move up into skilled occupations within the relatively short time you have suggested, would not be such that the percentage of skilled would rapidly rise to a comparable percentage to that of the unsponsored movement.

Mr. Gray: Only if you do not take into account the teenagers and so on.

Mr. Kent: These statistics that I have just given relate purely to those who are entering as workers. There would be a very small addition from the sponsored children but, equally of course, there would be from the unsponsored children. Nothing else would effect the figures appreciably.

Mr. Gray: I have one final question with reference to your use of the word "danger" in the situation. The period in which this group of 900,000 sponsored immigrants came into the

country covered, I think the Committee will agree, the full gamut of economic conditions, boom, recession and perhaps even a little worse. Can you tell us what happened to these 900,000 people in the various economic stages since the Second World War?

Mr. Kent: As I have already said, Mr. Gray, no statistics have been kept which would enable us to trace those 900,000 people. Various sample surveys have been taken reflecting the comparison of unemployment among skilled and unskilled.

Mr. Gray: Do you mean immigrants or people in general?

Mr. Kent: Skilled and unskilled in general, and there has been at least one sample survey which was specifically of the difference between immigrants and non-immigrants. There is no detailed analysis, as far as I know, which breaks down the experience of the immigrants as between unemployed skilled and unemployed unskilled. The general percentage of skilled people who have been unemployed, in even the more severe of the post-war recessions, has been so low that I do not think there would be any serious doubts that the immigrant who unfortunately has suffered unemployment from time to time, has been predominantly the unskilled one.

Mr. Gray: That is merely your impression?

Mr. Kent: I do not think any other impression is consistent with the statistics that do exist, and indeed I think this could be confirmed very readily by any sample survey taken at any one moment. Mr. Beasley has the figures I was thinking of.

In 1960, when Dr. James carried out a sample survey—and if I remember rightly, his definition of an immigrant was anybody who had arrived in the last five years—9.6 per cent of them were unemployed at a time when the unemployment rate for the Canadian labour force as a whole was 5.2 per cent.

Mr. Gray: Where was this survey taken?

Mr. Kent: You may remember that this was a study which was made for the Senate Committee on Manpower. I do not have the geographical extent of the survey.

Mr. Gray: Do you know how many people were queried?

Mr. Kent: No, but I am sure we could ascertain this easily from the records of the Senate Committee which no doubt conducted the survey in a highly scientific way.

Mr. Gray: Can you tell us how many of the 900,000 unsponsored immigrants who came into the country have been on relief since they came here?

Mr. Kent: No. As you know, those are figures which would be available only to a province or a municipality, and we do not have such figures.

Mr. Macaluso: Supplementary to that, Mr. Chairman, I recall a question that was directed to Mr. Curry, asking how many of the newly arrived immigrants—and I am going to refer to the 900,000—were on welfare. At that time I recall Mr. Curry saying that there were thousands of these new immigrants on welfare. If there are no statistics where would this figure come from?

Mr. Gray: I do not remember the occasion. Was it in a caucus?

Mr. Macaluso: No, it was not a caucus; it was an information meeting for people who were interested in immigration. Mr. Curry would not have been at a caucus meeting. This is very vividly in my mind because I was very interested in the statistical figures.

Mr. Gray: Mr. Chairman, I was about to finish and you may want to accept supplementary questions from a number of people. Let me make one final comment. I just want to say through you, Mr. Chairman, to the witnesses that I am really surprised that you have come before us to make such wide ranging proposals for changes in our existing system without a more detailed, factual and statistical foundation. I would have expected more of you gentlemen.

Mr. Kent: Of course all the statistical information that is available has been taken into account in statements which are made in the White Paper, and that it is not more complete arises I think from the nature of the statistics which have been kept over the whole of the post-war period.

Mr. Gray: I can say to you, sir, that what you have told me hardly seems to me to be a firm foundation for some of the categorical statements which seem to appear in the White Paper with respect to sponsored immigration.

Mr. Roxburgh: I have a quick question on sponsorship.

The Co-Chairman Mr. Klein: Mr. Deachman has asked for the floor.

• (4:40 p.m.)

Mr. Deachman: I think Mr. Roxburgh may find that some of the questions I want to ask

will cover some of the ground on which he wanted to ask his supplementary. I am very interested in following up Mr. Gray's questions in regard to the statistical background upon which the White Paper has been based and the analyses which must have been made from statistics which produced the White Paper. I wonder Mr. Kent, if one of the witnesses could outline for us what the policy of the government is and what has been its policy in the past in regard to the gathering and analyzing of statistics on immigration and on immigrants. Can you sketch for us how this is done, who does it and what are the guiding principles behind the gathering of these statistics and the analyzing of them so that we may know what is available from the past and what is currently available upon which we can make some assessment as to whether or not this White Paper is well-founded.

Mr. Kent: I will ask Mr. Beasley, who is the expert in this field, to answer that question.

I would make the general comment that, as I understand it, it has been a consistent policy and that it was not the intention of anyone in Ottawa to attempt to sort of follow the immigrant through in a way that set up perpetual distinctions between the native born and the immigrant. And basically it is for this reason, as I understand it, that no government has thought it appropriate to do, the sort of statistical search which would produce the type of information that is now being requested. To do so in practice would be fairly difficult for a federal department in relation to the fact that it would involve asking for a great deal of information from municipalities and provinces. I think those are the two underlying reasons which have restricted the degree of detail of the statistical follow-up of immigrants. I am sure Mr. Beasley can tell you in more detail what has been done over the post-war period.

Mr. Beasley: Of course the information that is available does vary from year to year and has become progressively more precise and more extensive. It is gathered by inserting the records and information on the document applicable to each individual immigrant, placed on the punch cards and compiled by the Dominion Bureau of Statistics. Some of the information which is available from these records is the ethnic origin of the immigrant, the country of last permanent residence, the country of former citizenship, the occupational groups of the immigrant, the province of destination of the immigrant—all of these broken down by any stipulated period that may be sought, the age, sex and marital status of the

immigrant, the breakdown by refugees of the total flow, the breakdown by specific areas of the world, the breakdown by sponsored and unsponsored immigrants—again by country of last permanent residence, the breakdown by sponsored and unsponsored by selected occupations, the breakdown by languages spoken on arrival, and the information regarding capital funds available for the immigrant. This is not complete but I think it is an indication of the type of statistical information that is available since the post-war years.

Mr. Deachman: Is it fair to say that these would be statistics that would be collected on the arrival of the immigrant?

Mr. Beasley: That is correct, sir.

Mr. Deachman: Can you tell us what the policy of the government is and how it has gone about following the course of the immigrant as he integrates himself into the Canadian community? Also, what statistical methods does the government use to follow the immigrant's progress as he integrates into the Canadian community?

Mr. Beasley: I think, as Mr. Kent has already indicated, it has not been the policy of the Immigration Department to follow up in a statistical manner the various developments of the immigrant after his arrival. He is looked upon in the same way as any other permanent resident of Canada and the only statistical data available concerning him is that which is obtained through the normal D.B.S. statistical-gathering machinery.

Mr. Deachman: I find it pretty astonishing that with all that is said and with all the discussion that takes place at every level of government in regard to the integration of the immigrant into the Canadian community, the government of Canada has at no time seen fit to trace through the manner in which the immigrant integrates himself into the community. I think everyone at this table must be astonished at this revelation. Can you enlarge upon why this should be so and whether or not discussions have ever taken place, to your knowledge, within the government as to whether or not it would have been desirable to find out how the immigrant integrates into the community and whether or not it would have been desirable to keep statistics which would indicate his course in order that we might study whether we were integrating these people well into the community and in what way.

Mr. Kent: Mr. Deachman, I think it obviously would not be possible for us to say

whether or not this has ever been considered, but certainly the fact is that throughout the post-war period, or of course for that matter before, consistently it has been the policy of government apparently not to conduct such investigations. I would assume that the likely explanation as to why this would have been the consistent view, would be the factor I mentioned earlier, that it has been the general wish not to seem to be drawing distinctions between the native born and the new Canadian, furthered by the obvious factor I suppose that the inadequacies in integration—or whatever one likes to call it—the settling down process, are reflected very quickly and the problems soon become known. The impression consistently has been, and it is recorded in the White Paper, that on the whole the settling down process goes extremely well and the number of immigrants who encounter difficulties of any kind is relatively limited.

Mr. Deachman: Do you know whether or not the National Employment Service keeps any statistics on whether or not people who come to them are immigrants to Canada.

Mr. Kent: No, it does not.

Mr. Deachman: It asks for no such figures?

Mr. Kent: No.

Mr. Deachman: We are then at a loss in this country to know whether or not, let us say, central Europeans integrate well into the community compared with people from the Orient, or whether any other class of immigrant, such as people from Scotland, integrate into the community better than people from Portugal. Is it correct that we do not have an available body of statistics for measurement which enables us to draw any conclusions regarding the places from which we bring our immigrants?

Mr. Kent: As I understand it, the attitude has been, again consistently over the post-war period, that the policy basically should be a non-discriminatory one, in the sense that the opportunity to come to Canada should be available to people in any case without regard to the factors that you have mentioned and, therefore, any different degrees of difficulty or success in settling down would be things which the people concerned would take into account rather than that they should have any influence on government policy which has not been directed towards bringing people from a particular place or not bringing them.

Mr. Deachman: You mentioned that you have statistics for the past three years which are not available for the period before that, so apparently something has taken place to improve the system of statistic gathering in the course of the last three years. Is that so?

Mr. Kent: I apologize if there has been a misunderstanding. The additional information to which I referred in the last three years, in response to Mr. Gray, related to the part of his questioning which was directed to facts about the immigrants when they arrive. We have been asking for more information over the last few years and recording the information in the sort of forms which have been discussed. This does not relate to the issue we are now exploring, what happens to the immigrant after he is here.

Mr. Deachman: There is then in Canada no system of follow-up which enables us to find out how immigrants integrate into the community. Once here, we turn our backs on the immigrant as far as any scientific analysis of his capability of integrating into the community is concerned, and we have no statistics available to the department to assist it in making decisions, or indeed for drawing up White Paper, on how the Canadian immigrant has made out. This is not part of Canada's knowledge. Am I correct, sir?

• (4:50 p.m.)

Mr. Kent: It is rather difficult for me to answer that question in that form, sir. It is quite true, for the reasons I have explained, that there has not been a detailed pursuing of the history of the immigrant. This has not been undertaken at any time. However, I think perhaps the relevance of statistics in these matters is not too great. Certainly we would feel within the department that there is ample evidence to support such impressions as are relevant to the formulation of immigration policy and procedures. The type of detailed information that was being suggested would be relevant to a highly variable immigration policy which looked at different races and so on and so forth, but since that is not the policy, these kinds of differences in the ability to settle down are not relevant. The observable evidence to which I referred was of course that the settling down process, on the whole, does appear to have been a very successful one, and the relevant factor to which I think you were referring, Mr. Gray, is of course the undoubted greater difficulty that is experienced in steady and consistent employment which is experienced by people with lesser qualifications, as a whole, whether they

were born in Canada or whether they immigrated compared with those with more qualifications.

Mr. Deachman: Thank you very much, Mr. Kent.

The Co-Chairman Mr. Klein: Before we leave this question I would like to ask if there is any projection as to the number of immigrants who will come into Canada year by year as a result of this White Paper?

Mr. Kent: No sir, I think it would be extremely difficult to make such a projection because of course the number of immigrants who will come will depend on the varying economic conditions, not so much in Canada absolutely as in Canada relative to other countries—the direct effects of the modifications in admissible classes which are suggested in the White Paper compared with what might be expected to happen if the exactness of the present regulations continued unchanged. That difference we have tried to estimate and we have come to the conclusion that if you can assume constant economic and other conditions the difference would be very small indeed. Mr. Beasley, have you anything further to add?

Mr. Beasley: Only to emphasize the difficulty of making this projection because of the new universal policy applicable to sponsored immigrants. We are entering into a field where by and large we do not have experience. We do not know what the result will be of the broadening of the sponsorship classes to those areas of the world where they heretofore were not eligible to apply. We have no history, no tradition, no information upon which to make any accurate projection.

The Co-Chairman Mr. Klein: At what point would you consider that we may reach the danger point, for want of a better word, of over-saturation?

Mr. Kent: I think the view which has been normally taken on this, has been that there is no such figure which has any significance because what governs the limiting point varies so much in different circumstances. Clearly at this moment, it would be fair to say that the most immediate limiting factor on immigration probably is the limited supply of housing at those points in the country where employment prospects are best. This is the type of problem that one encounters. But if there were a sudden increase in immigration, given the areas to which the immigrants would go, the places where they would expect

to find jobs, then the immediate point of tension, the strain of the thing that would immediately produce protests and so on, would be the housing situation. If one tries to take a longer term view, obviously the number of immigrants who can be readily absorbed is going to depend a good deal on the qualifications of the immigrants. Even in the periods when immigration was lowest and unemployment was highest, and the short run absorptive capacity of the economy was at its minimum, there were undoubtedly plenty of employment opportunities for let us say, doctors, over the country as a whole. Therefore, a crude figure of the number of immigrants really would not seem to be a very significant figure to use.

Mr. Chairman, I would like to comment on the point immediately before this one. It is extremely hard in all this area to give figures which can be presented as significant estimates. We do not know, as Mr. Beasley said, in numerical terms what will be the effect on the entry of the number of sponsored immigrants entering the country arising from the removal of the discriminatory features with regard to sponsorship from certain countries that now exist. We do not know the number and we cannot make a meaningful statistical estimate. We do know from the number of eligible citizens who are likely to sponsor people from those parts of the world, that the impact is not going to be very great. These are not matters where we are trying to deal with precise figures.

Mr. Roxburgh: I have a short supplementary question on sponsorship. Has there been a radical change in the requirements needed by the sponsor himself or herself in bringing out sponsored immigrants over the requirements of the sponsor in past years? Is there anything new and if there is, what are they?

Mr. Kent: No. They were codified—

Mr. Beasley: The last time the present requirements were established was in 1963 or 1964.

Mr. Roxburgh: There has been nothing new since that time on the sponsorship?

The Co-Chairman Mr. Klein: If we are going to allow supplementaries, I would limit it to one supplementary question. Dr. Haidasz, you are next.

Mr. Haidasz: Following along on the question put by Mr. Roxburgh, I would just like to ask whether in the sponsorship of visitors the sponsor sometimes is asked to deposit a bond

or guarantee before an entry visa to Canada is granted. If so, has this existed in previous years?

Mr. Kent: Yes, it is an occasional practice in various circumstances. It is certainly not new.

Mr. Beasley: As Mr. Kent pointed out, it is not new as a policy and it is very seldom used. Usually there are some special circumstances requiring the posting of such a bond.

• (5:00 p.m.)

Mr. Haidasz: This has been asked of Canadian citizens who wish to sponsor visitors from countries of central and eastern Europe. I have received complaints about this. In view of the announcement in the House by the Minister of Trade and Commerce that within the next year greater efforts will be made to encourage more visitors to Expo 67, will the policy of asking for a \$500 bond or deposit from Canadian citizens be enforced in the coming year, when we are trying to get more visitors for Expo 67?

Mr. Kent: I do not think it is possible to answer a question about the future, but perhaps we could try to describe our position in this regard. The department has an obligation laid upon it by Parliament not to admit people as visitors without being satisfied that they are visitors. Because they are exempt from the requirements of immigrant entry it is therefore important that these be not disregarded and that there be some assurance—which normally can be taken for granted, but occasionally this is open to question—whether the visitor is in fact a visitor.

Mr. Haidasz: I doubt whether telling a Canadian citizen who is sponsoring a visitor that you need \$500 and then this relative can have an entry visa to Canada would encourage more visitors to Canada. I do not see how this facilitates the entry to Canada of more visitors to Expo 67.

Mr. Kent: No, it is done very rarely indeed and only in special circumstances. But this in itself does not facilitate visitors.

Mr. Haidasz: How many have there been in the last year?

Mr. Kent: I am afraid that I could not answer that question off the cuff but I think we can provide that information.

Mr. Prud'homme: I have a supplementary question. Would you tell us to which groups this applies? I have been asked this question a number of times by groups of immigrants, and I have been told that this applies especially to

Italian immigrants because they are the ones who will try to stay here. I think it is highly unfair that this should be applied only to one class of immigrant. I would like to have some details on that?

Mr. Kent: This is done only on the basis of the decision of the immigration officer on the spot. The onus is on him whether or not he admits the visitor without requiring the bond and whether he thereby creates a danger by failing to carry out the duties laid upon him.

Mr. Macaluso: On that point, Mr. Chairman, it has been common practice rather than the exception since July 8 that these bonds have been requested. I would ask that when you bring forth your statistics, if you have them on this, you set down the country of origin in relation to which these bonds are requested. My experience has been that they are requested for every Italian visitor who comes into this country. You will find that when they land in Montreal their relatives are contacted in Hamilton and Toronto to go to Montreal to pay the \$500 bond. When you bring forth these statistics I would like to know when this practice commenced and the country of origin of these visitors in relation to which these bonds are requested.

Mr. Ryan: Mr. Chairman, immigration into Canada has been based on the availability of work. We turn on the tap when there is work to be done and when there is no longer any work our immigrants tend to go home or go to the United States, particularly the border cities such as Detroit, Cleveland, Buffalo and even as far as California. Since the Second World War I think our census statistics reveal that we are starting to hold our immigrants much better than we have in the past. I think our eyes tell us the same thing because we have better homes and gardens, better cities and towns and a better country than we ever had as a result of immigration. This is my own personal opinion. As a result of Mr. Deachman's questions, which were stimulated by Mr. Gray's questions, I think some of the answers to my questions have been given already. However, I have one or two further questions.

Mr. Kent, has the government any statistics which would show the portion of the 900,000 sponsored who have returned to their native land or emigrated again to the United States or other countries?

Mr. Kent: We do not have statistics divided between the 900,000 sponsored and the unsponsored immigrants. We have statistics on

returns and some statistics, not very satisfactory, on emigration to the United States. Mr. Beasley, can you give those immediately?

Mr. Beasley: The Canadian based department does not keep statistics regarding persons who are leaving Canada either for the United States or elsewhere. The only statistical data we can gather is that which is kept of immigrants to other countries, particularly the United States and to a lesser extent Britain and some of the other European countries. This information is available on the basis of the immigration records of the other countries, but we do not have records of people who emigrate from Canada.

Mr. Ryan: Would you be able to give us an approximate picture from these statistics that you have available as to what has happened to these 900,000 people, and also what has happened to the 1,600,000 who were unsponsored.

Mr. Kent: We cannot distinguish between the two in any analysis of this kind, but in so far as we can give a general impression, on the basis of the available evidence, it would have to relate to immigrants as a whole, not broken down between sponsored and unsponsored.

Mr. Ryan: If it is possible I would like to see this. I would ask the Committee to go along with my suggestion in this respect. I also would like to suggest through you to the government that in this area it would be advisable to keep as accurate statistics as possible in future, even though it means trailing the immigrant a bit.

Mr. Orlikow: I have a supplementary on this point, Mr. Chairman. I see in paragraph 30, pages 14 and 15, that 6 to 8 per cent are moving to the United States. This is quoted from the 1961 census. Was this peculiar to the 1961 census, or has this information been available in each decennial census?

Mr. Kent: That information is available by census.

Mr. Dinsdale: Do we happen to know the approximate percentage of immigrants who move on to the United States for example?

Mr. Kent: Yes, we can give that figure. It is drawn from the American statistics rather than our own and relates obviously to our over-all movement, not broken down between people who originally came as sponsored or unsponsored.

Mr. Dinsdale: The statement here implies that the information is drawn from our

Canadian census and I was just wondering if this information is available.

Mr. Kent: I am sorry, Mr. Dinsdale; what paragraph is that?

Mr. Dinsdale: Paragraph 30 at the top of page 15.

Mr. Kent: The evidence on the movement to the United States comes from the U.S. figures. What is demonstrated from the 1961 or any other census is the relationship of immigrants to those who remain in Canada at the time of the census, and it is 75 per cent.

Mr. Gray: I wonder if Mr. Orlikow would permit me to ask a very short supplementary. It seems to me I saw a newspaper report showing someone, perhaps an academic, who made a study which indicated the rate of return of various immigrant groups to their countries of origin and indicating—and I may be incorrect in this—that the group from the United Kingdom showed the highest rate of return. Could you identify that?

Mr. Beasley: Professor Richardson did the study, Mr. Gray.

Mr. Gray: Where is he located?

Mr. Beasley: I believe he is in Canada right now. I think he is a British immigrant who did a study on the rate of return of British immigrants to Britain.

Mr. Macaluso: Does the department have a copy of that?

Mr. Beasley: It can be made available.

Mr. Gray: Perhaps it could be presented.

Mr. Orlikow: Before asking a few questions on the general line that has been asked already, I would like to ask Mr. Kent a couple of questions arising out of his aside that foreign doctors, even in a period of economic difficulty, would not have any trouble finding work. I refer you to paragraph 16 of the White Paper which says:

Some professional associations, trade unions and provincial licensing authorities are not as ready as they might be to recognize qualifications earned in another country.

• (5.10 p.m.)

Mr. Kent, could you tell us briefly some of the difficulties that have been brought to the attention of the department in this respect?

Mr. Kent: Yes. My reference was of course to employment opportunities in some parts of the country where there are not the difficul-

ties to which you refer. Of course the department is very much aware; it has been brought strongly to our attention by many people—you in particular, sir—that there are a considerable number of cases where professional people's—the important example is doctors—qualifications are in fact not accepted by provincial professional associations, which are responsible for permitting them to work at their occupation in that particular province. Naturally the department is concerned with immigration and has sought to bring this situation to the attention of provincial governments and professional bodies concerned, and have done that in various ways and at various times. It is not a matter which is within our jurisdiction or our direct power to remedy, but we attempt to explain the situation to people overseas so that they are aware of it. However, this has not prevented there being quite a lot of problems of this kind.

Mr. Orlikow: I think Mr. Kent knows that I am not raising this matter to be critical of his department. I think anyone who knows anything about the way things are done in this country realizes that by and large for most, if not all the professions, almost all the provinces, if not all the provinces, have given the professional associations concerned—whether it be the chartered accountants, pharmacists, medical doctors, dentists, and the bar association—pretty wide powers to set standards, to give licences and so on.

The Co-Chairman Mr. Klein: Even barbers.

Mr. Orlikow: Mr. Chairman, you and I are not really so concerned about barbers as are some other members of this Committee. I recognize that but at the same time I think Mr. Kent will agree that there have been some pretty unfortunate developments in these provinces, and I think the evidence is pretty clear on that. I do believe that Mr. Kent and his department will agree with me when I say that the Ontario College of Physicians and Surgeons is taking a very narrow attitude with regard to the right of outside doctors to practice private medicine—but it is not objecting to doctors who come from India and Pakistan—working for low salaries in hospitals. Am I right in saying that, Mr. Kent?

Mr. Munro: In what capacity?

Mr. Orlikow: They can work in hospitals as pathologists; they can teach and supervise interns and do all these things for which you do not get much money. But when it comes to private practice, where you can make a good

living, then of course the College of Physicians and Surgeons put up bars. Has the department looked at the record of immigrant doctors who have written the examination set by the Canadian Medical Organization to ascertain the percentage of passes and failures of immigrant doctors from various countries who have written examinations?

Mr. Kent: I cannot recall the percentage of passes and failures as broken down in that way; perhaps one of my colleagues can recall them. Certainly it is a fact that there are in various provinces—particularly in Ontario, which is not surprising of course—a considerable number of people who are regarded as having qualified in medicine in their own country but are not regarded as having qualified in Canada. Obviously, it is hard for us to evaluate the significance of that in terms of real standards or not, but certainly there is no doubt that that is the practice.

Mr. Roxburgh: Is that pointed out to the immigrant when he comes to Canada?

Mr. Kent: Oh yes before he comes; when he is in our office we try to warn him of that.

Mr. Orlikow: Is the department aware of the fact that both the American licensing authority and the British licensing authority have permitted doctors from a large number of medical colleges, in India and Pakistan, to write examinations and then if they pass they can practice in the United States and Great Britain whereas the licensing authority in Ontario has simply put up the bars. Has the department discussed this matter on an official level with the Province of Ontario, which after all gives to the College of Physicians and Surgeons the right, through an act, to be the licensing authority?

Mr. Kent: We have discussed these matters informally and we are at the moment in a process of discussion and meetings between ourselves and the Department of National Health and Welfare, in order to try and determine what further might be done.

• (5.20 p.m.)

Mr. Orlikow: Mr. Chairman, I will leave that for the moment and go on to the general problem. Could you, Mr. Kent, or one of the other officials be a little more specific than you are in paragraph 31, where you point out where some of the 900,000 sponsored immigrants have gone to live. Do you have figures on how many sponsored immigrants are staying in Montreal, Toronto, Hamilton, Winnipeg and Vancouver?

Mr. Kent: I do not know whether we have them in that form. We have them on where they initially go to, but we do not follow through as to where they stay, and I doubt whether that would make very much difference. We can give the breakdown for any years you wish in terms of where they go to in the first place?

Mr. Orlikow: Can you bring us whatever figures you have? Can you give us the figures on where they initially go?

Mr. Kent: We can do it by provinces for recent years.

Mr. Curry: Would it be all right if we did it by provinces for the first nine months of this year. In Canada, for instance, during the first 10 months of 1966 there were just over 19,000 sponsored immigrants, and of those almost 12,000 came into Ontario. I can give you any other province you wish.

Mr. Orlikow: Let us take Ontario. Can you give us figures or if you cannot, can you estimate how many of that 12,000 are in Toronto, Hamilton and Northern Ontario?

Mr. Kent: We can do that but it will take a little time to find out where they went in the province.

Mr. Orlikow: Mr. Chairman, I would be agreeable to having this information supplied later. It is a fair assumption to make that the bulk of them are in the cities and in some of the mining or construction centres?

Mr. Curry: It is certainly a fair assumption that they have largely gone to the metropolitan areas.

Mr. Kent: I would wonder whether it was a fair assumption that there would be large numbers outside the metropolitan areas, the predominant areas undoubtedly being Toronto, Hamilton and so on.

Mr. Orlikow: You do not keep any detailed records, and I think that is unfortunate and should be discussed at some future time. Is it a fair assumption that since the sponsored immigrants are largely unskilled that they tend to congregate in the construction and mining industries and in some of the big power projects in northern Ontario, Manitoba or British Columbia, to mention just a few of them we have had in the last 10 years?

Mr. Kent: Undoubtedly the construction industry is one. The rate of turnover of labour in the mining industry is such that I think it would require the keeping of very close statis-

tics to be able to say at any one moment what percentage of sponsored immigrants, or of any other group were there.

Mr. Orlikow: Mr. Chairman, it seems that members of the Committee might have a difference of opinion with the department about the effect the changes which you are proposing in respect of sponsored immigrants might have and the degree to which these changes will cut down or cut out a sponsored immigrant. Certainly there is going to be a reduction in the number of sponsored immigrants if the policies which are enunciated in the White Paper are followed.

Mr. Kent: No, it would not be our expectation. First of all, the immediate impact is solely the requirement of literacy for the male sponsored immigrants entering the labour force, and that is not, as far as we can estimate, likely to be a major factor. Offsetting it, on the other hand, is the widening of the countries from which sponsored immigrants may come and we would expect that neither of these changes would be very large and certainly, as precisely as anyone could estimate, they would tend to offset each other. At the same time, there is a rising trend at work.

After awhile, the effect of the requirement that the non-dependent relatives should be relatives either of Canadian citizens or of people who were already in Canada at this time, would tend to reduce sponsorship, in so far as people coming next year might sponsor relatives fairly quickly. This would tend to reduce the numbers a little but, on the other hand, there is the rising trend at work all the time. Therefore, our expectations with respect to these changes in themselves, would be that the number would settle down rather than increase as it might otherwise do. Of course any of these effects can be very much masked by changes in economic circumstances which would be much more powerful in effecting whether (a) people wanted to sponsor their relatives and (b) whether the relatives wanted to come.

Mr. Orlikow: I find it hard to equate Mr. Kent's answer with the section in paragraph 27, which reads:

One skilled immigrant comes to Canada and quickly establishes himself. Very soon, he can sponsor the immigration of his brothers and sisters and his wife's brothers and sisters.

Obviously what the department is talking about in the White Paper is this snowballing effect, the very large number of Italians in

Montreal and Toronto and the fact that a fairly large number of Portuguese people have come. I know you do not propose to stop this for five or six years, but when the time comes that you say that only a person who is himself a citizen can sponsor people, sponsored immigration will decline sharply.

Mr. Kent: I am sorry if I have been so inadequate in explaining this. The White Paper refers to the fact that while the present sponsorship system is in force there is the possibility of a very rapid increase in the number of sponsored immigrants entering Canada. Obviously, there is a very real sense that if more have entered, more will enter in the future. It is an accumulative process.

Mr. Orlikow: Could I interrupt for a moment. We have had less people from northern and western Europe than we have had—and the reasons for that are fairly obvious—from southern and eastern Europe. I do not have the figures here but I think 90 per cent of Italians who come here are sponsored. In what way has that been bad? If it has not been bad, why should we now say that we are going to curtail it or slow it down?

Mr. Kent: Perhaps I could answer the second part of that question first. The effect of the proposals in the White Paper would not be to cut down the present level of sponsored immigration but to stabilize the rate, rather than what would otherwise occur, namely a continuing expansion.

Mr. Macaluso: You are contradicting the White Paper.

Mr. Kent: No sir.

Mr. Orlikow: I must admit that one of my poor subjects in school was mathematics, but I have not been able to follow Mr. Kent's arithmetic.

• (5.30 p.m.)

Mr. Kent: The relevant paragraphs in the White Paper suggest that under the present system—and I think this is true—the trend to an increase in the number of sponsored immigrants would be a continuing and indeed an accelerating trend. If one has a trend going up, all right, but if you affect the trend it does not mean that you reduce the present amount of whatever it may be that is happening; it is just simply that it does not go on increasing in the way that it would, if the trend were continued—and that is the purpose and the anticipated effect of the proposals made in the White Paper.

Mr. Orlikow: You are proposing therefore a restriction. I think there would be more of a reduction, but you do not agree with my contention. You say it will keep the level at the present point and certainly will stop the rapid increase which we have had. If there is nothing wrong with the people who come in from Portugal, Italy, Spain and Greece—I know you get on a pretty sticky wicket with many people, not just members of Parliament when you talk about immigration from Asia and Africa, and we should try to keep this separate—largely as sponsored immigrants, and they have worked, not ended up on welfare or in our prisons, not to any large extent been failures and had to be deported, why do we have to change the policies which we have followed since 1945, which I think have been eminently successful?

Mr. Kent: I think it would be fair to say that the policies have varied somewhat from time to time over the period since 1945 and, of course, the number of immigrants has varied a great deal. I do not think there is anything in the White Paper which in any way passes judgment on the desirability of one kind of immigration or another, or anything of this nature. The proposition that is not so much put forward in the White Paper as accepted as being for all practical purposes the unanimous view of all the economic authorities so to speak, is certainly supported very strongly by the statistics of the labour force as a whole as distinct from trying to keep statistics which distinguish between particular groups, ethnically or in any other way. The labour force statistics, as a whole, indicate that the opportunities for people without specific skills and with relatively low educational levels, are declining in our economy whereas the opportunities which are expanding are those for more skilled work, requiring more education and qualifications. It has been for a great many years a set policy of government that a great deal of effort had to be made in order to increase education and skill levels of the Canadian labour force. The attitude therefore which is accepted as the basis of the White Paper, as we understand it, is simply that if the proportion of unskilled immigrants were to grow, then the exposure to unemployment in any less buoyant economic condition would be very much greater than is the exposure for more qualified immigrants, and that the difficulties therefore faced both by the immigrants themselves and by the existing Canadian labour force would be very much greater if there were growth in unskilled immigration.

There are many greater authorities than any of us who could no doubt give evidence on this point, but it is the view which has been generally drawn from the undoubted manpower statistics.

Mr. Orlikow: Mr. Chairman, without debating that at the moment and assuming for the sake of argument that in a general way what Mr. Kent has said is true, we do have a buoyant economy with almost full employment. I think all of us hope that this will continue. If we concentrate on bringing in skilled people, as the White Paper recommends, who is going to do the unskilled work which is required. Who is going to build those subways in Toronto and Montreal; who is going to go out to the next Kitimat or to the gold mines that have been making special representations to the department on their failure to get workers. How are we going to do all the things in the future that in the past have been done by the immigrants who have been willing to do the hard, difficult, dirty, isolated work and in many cases very cheaply, which Canadian born or skilled immigrants have not been prepared to do?

• (5.40 p.m.)

Mr. Kent: I think there are only one or two parts of that question that it would be proper for me to attempt to answer. First of all, I think there is no doubt that the immigration requirements relate to skill and education, not to willingness to do dirty or undirty work. A crane operator may get very dirty, but that has nothing to do with the factors that we are talking about. The amount of labour of the relevant kind, that is to say purely unskilled manual labour, that is involved in most of these projects, of course has been decreasing very greatly. When I saw what was being done at Kitimat 15 or so years ago, the amount of unskilled manual labour that was used then in projects of that kind was relatively small, and this undoubtedly would be increasingly true in all construction work. The pace of this trend depends very much on comparative wage levels. The more unskilled labour that is available then of course the slower will be the pace of mechanization because the wage levels for unskilled labour are then relatively low. It is the comparative wage levels that affect the speed at which manual work is replaced by machines. But there is no doubt about the force of that trend. There is also no doubt that it is in the unskilled occupations that unemployment is highest. I have the most recent figures for the situation on October 31, when the total num-

ber of unplaced applicants in Canada was almost exactly 300,000 of whom 77,000 were registered in unskilled occupations, which is 26 per cent. This is on a fairly narrow definition of unskilled occupations, the particular ones involved here; it does not include farm employment or anything of that kind.

Mr. Gray: Do you accept the definition you have just given us of the N.E.S. figures which say that farm work is not covered in the unskilled category?

Mr. Kent: I have not given a definition of what is skilled and what is unskilled work; I am merely using the figures that are the best and most up to date available to me, which are set up in this way and which do not include farm work because of the fact that the amount of farm employment which is placed through our manpower centres is very limited. The percentage of unemployed who are in those particular occupations, which are those identified here as the purely manual industrial occupations, not the primary occupations—

Mr. Roxburgh: What is the percentage of the unskilled?

Mr. Kent: —is 26 per cent.

Mr. Roxburgh: The others are skilled. The other was actually skilled men who were unemployed? So the unemployment of unskilled labour was only 26 per cent?

Mr. Kent: Perhaps I could complete the figures. The 300,000 was the total unplaced applicants; 77,000 was the number of those who were registered for unskilled occupations, making 26 per cent. Of the total Canadian labour force, only 5.5 per cent are in those occupations which are here included in the unskilled category. These are essentially the unskilled industrial categories. These happen to be just the recent figures; we can get much more refined figures but not quite so recent.

Mr. Orlikow: I will ask a couple more questions and then I will pass.

The Co-Chairman Mr. Klein: Before you continue, I just want to mention that I have here in the following order: Mr. Dinsdale, Senator Pearson, Mr. Macaluso, Mr. Baldwin and Senator Willis. We will be adjourning at 6 p.m. and reconvening at 8 p.m. so I would ask that those who have yet to speak to try and be as brief as possible so others may also have a chance.

Mr. Orlikow: Mr. Chairman, as I understand the proposals of the White Paper, we are going to encourage immigration of the

most highly skilled people we can get. Also, immigration will depend upon the level of literacy of the people who will come; in other words, they will not be permitted to come here unless they have had 7, 8 or 9 grades of schooling. Is that right?

Mr. Kent: This refers to non-dependant relatives being sponsored who are males and entering the labour force. By "literacy" we mean that they must have a primary school education.

Mr. Orlikow: Does this not mean automatically that preference will be given, by the very conditions which you lay down, to people who come from countries which have the best educational system? After all in the countries of northern and western Europe, almost everyone has 7 or more grades of schooling. In the countries of southern Europe, in the West Indies and in many Asian countries, the level of education provided by the state is much less and, therefore, while we in one way propose to wipe out discriminatory policies in immigration, in another way we are bringing them back. Is that an unfair conclusion to arrive at?

Mr. Kent: I would not like to say if it is fair or unfair, but I do not think that it is an entirely accurate interpretation of the White Paper. The level of elementary education, which is all that is being discussed here, is rising pretty rapidly in all parts of the world. I am sure that I could not produce statistical evidence of this but, for example, among potential immigrants from the West Indies the level as far as elementary education is concerned, is normal and usual. There is not perhaps quite as much discrimination of the kind that you suggest now as might have been argued in a policy of this kind 10 or 20 years ago. In any case, this standard applies only to those who come forward as immigrants; that is to say, it reflects in any case the number of people here who would be wanting to sponsor immigrants from that particular country. If there were no educational or other qualifications as far as any immigrants, sponsored or unsponsored, were concerned, there would be no real basis for estimating what numbers of people would come forward from different countries, as compared with that situation, than it would be true to say that the impact of this requirement, compared with the numbers who would come forward if they came forward whenever they felt like it, undoubtedly would be uneven on different countries, compared to that situation. But compared with the situation that is in practice—presumably it

would be subject to comparatively minor variations in the requirements of the Immigration Act—then I would not have thought that the effect of this would be greatly discriminatory.

Mr. Orlikow: I have one last observation. It seems to me that we are going to encourage—and I can understand this from the very practical point of view and the very narrow point of view of Canada—highly skilled people to come to Canada; we are going to encourage doctors, engineers, scientists and teachers to come to Canada from any country. It seems to me almost immoral for Canada to be encouraging doctors to come from countries which already have far too few doctors. I am thinking of the effect of encouraging doctors to come to Canada from Jamaica, the Barbados or even from Italy or Greece. These are the people we want to come and I can understand it from our very narrow point of view. However, it seems to me—and I am not being critical of the department—that all of us in Canada have to think through the implications of what we are proposing to do. It seems to me to be almost immoral to follow a policy which will only have the effect of increasing the tremendous disparity between the wealthy half, of which Canada is one, and the very poor have-not countries to whom we are appealing for the very people they can least afford to lose.

Mr. Kent: So that there will not be any misunderstanding, Mr. Chairman, perhaps I could point out that so far as the department is concerned, it is not a question of encouraging highly skilled people, doctors and so on. The admissibility is for people with any type of skill, a brick layer and so on; it is not confined to the highly skilled professions. The educational qualification is really not an esoteric one so to speak; it is in the area we were talking about, simply primary education. Presumably the comment which my Minister has made on the broader issue has been in terms of important assistance to poorer countries in terms of developing skills and educational levels in those countries rather than thinking we would help them by more immigration, which would not be a replacement of skilled immigrants who now come but would be simply the addition to the skilled of unskilled.

Mr. Orlikow: But we have tended to make it pretty easy, for example for the professional people from the West Indies to come in a period when the only other people who could come from the West Indies were the

women who would come to work as maids in Rockcliffe near Ottawa, River Heights in Winnipeg, Forest Hill in Toronto and Westmount in Montreal.

Mr. Kent: The ease for the professionals is qualified, as you pointed out earlier, Mr. Orlikow, by certain complications in some areas.

• (5.50 p.m.)

Mr. Dinsdale: Mr. Chairman, Mr. Orlikow has asked several of the questions that I had in mind, but perhaps in the few moments that remain I could attempt to get clarification on one or two of the points that seem to be less than clear and precise in the White Paper. For example, on page 9, paragraph 13—this is related to the question of the unskilled worker—it says:

The unproductive worker, exposed to unemployment, will be the under-educated one who lacks capacity for learning new, more complex skills.

The word “under-educated”, I conclude from the replies to Mr. Orlikow’s question, refers exclusively to a literary test in the terms that have been described, the equivalent of 7 years formal education prior to age 16.

Mr. Kent: The specific requirement, that we were talking about when Mr. Orlikow was asking his questions was related to that, although I think it would be fair to say that the phrase “under-educated” here is used in a more general sense—the difficulties of finding employment in the modern industrial economy that are experienced by people predominantly in those areas of the country where in the 1920’s and 1930’s and so on they left school without going to high school or with just a year or so of high school.

Mr. Dinsdale: The following phrase is important, “one who lacks capacity for learning new, more complex skills”. Is there an intelligence test applied to these people as well as a literacy test, or how do you conclude that they lack capacity?

Mr. Kent: This sentence as you will appreciate I am sure, Mr. Dinsdale, is not written about the immigrant; this is a general sentence about the employment problem. The capacity for learning new more complex skills is the problem which is continually encountered at our training programs, not a matter of the intelligence test reading of the individual but of the fact that most training courses in occupational courses can only be undertaken if you have a grade 8, and this

is usually taken as the minimum normal educational requirement in terms of arithmetic, ability to read and write and so on. But if you have less than grade 8, there are very few of the occupational courses which you have the capacity to learn. For some of them of course it is more than grade 8, 9, 10, 11 and so on.

Mr. Dinsdale: I am aware that that applies to the general employment situation, but the White Paper seems to be debating with itself on this question of removing all elements of discrimination, and there has been considerable question in this regard by members who have already spoken. For example in paragraph 24, under the heading "Selection and Sponsorship", this is typical:

The considerations advanced in previous sections do not mean that immigration of workers should be strictly confined to those who are highly skilled. That would be an over-statement even of the purely economic considerations. Moreover, it would be neither humane nor practicable.

Here is where the debate comes in.

What the economic considerations do mean is, firstly, that we should vigorously recruit educated and skilled immigrants on a steady basis; and, secondly, that we have to be on our guard against admitting large numbers, or greatly fluctuating numbers, of uneducated and unskilled immigrants.

We have this word "uneducated" again, so this is the reason I come to the conclusion that it is a strict literacy test.

Mr. Roxburgh: I have a supplementary question. How does the standard of education in Italy, India, Poland and all these countries compare with ours. What standard do you use? How do you judge these people who come over? Are you judging them strictly on our standards?

Mr. Kent: It is a matter of judging what education in the country is the equivalent of the Canadian standard. On this we simply take expert advice. It tends to be—and this includes the case of Italy—that generally a fewer number of years are required to produce the same educational level in Europe than is usual in North America, and this is because of our shorter school years and so on. Therefore, the system rates, if you like, a given number of years of European education rather more highly than a given number of years of North American education.

Could I reply to Mr. Dinsdale's question?

The Co-Chairman Mr. Klein: Yes. At the conclusion of your reply, Mr. Kent, I think we should adjourn until 8 o'clock if this is agreeable to the Committee.

Mr. Kent: Mr. Dinsdale referred to paragraph 24, that it would be an over-statement even of the purely economic considerations. I will attempt to clarify that. This was an attempt to summarize what had been said before—and which was indicated strongly in Mr. Gray's initial questioning—that the sponsored immigrant who has a family relationship here has an advantage compared with the immigrant who arrives without any such relationship and, therefore, it would not make good sense to apply the same standards to the unsponsored as to the sponsored immigrant; nor would it be humane, in a sense, because it would be saying that you could not bring in your close dependant relative if he did not meet some standards. That was the clarification of those sentences. I do not think the reference to "uneducated" was a reference to literacy in the narrow sense; it is reading, writing and arithmetic, the basic skills.

Mr. Dinsdale: If I may have a final word, Mr. Chairman.

The Co-Chairman Mr. Klein: Would you mind if we resumed at 8 o'clock?

Mr. Dinsdale: This will be very short. It comes back to the point that this skill criterion does introduce a new element of discrimination, and I will pursue it when we resume.

EVENING SITTING

• (8.00 p.m.)

The Co-Chairman Mr. Klein: Gentlemen, I see a quorum. You may proceed with your questions Mr. Dinsdale.

Mr. Dinsdale: Mr. Chairman, you may recall that I was trying to have clarified one or two items presented in the White Paper. The next point I had in mind was with reference to the professionals referred to on page 16 and again Mr. Orlikow raised this point. Prior to the publication of the White Paper, did representatives of the department discuss the criteria of skills with the professional associations referred to, with the provinces or with trade unions, for example. Was there any consultation with these people, as to their possi-

ble reaction concerning the application of the new criteria of skills; or does this still remain to be done?

Mr. Kent: There was no specific discussion related to the White Paper, because, of course, the White Paper is not proposing any changes at all in this respect. The White Paper is not proposing any changes in the requirements as regards skills. The general principle, of course, is that virtually any occupation, which involves a skill as distinct from general labour so to speak, is treated as a skill which enables an immigrant to be acceptable as an unsponsored immigrant. The only change therefore, in this respect, proposed in the White Paper is the introduction of the literacy and elementary education requirement for the sponsored immigrant entering the labour force; that is the only change.

Mr. Dinsdale: There have been no representations from trade unions in response to some of the ideas that are presented in the White Paper?

Mr. Kent: No; not that I am aware of.

Mr. Dinsdale: I presume that this will be dealt with when we have the representatives before this Committee. Now, under the cultural and social factors—this is on page 50—the question of the tendency of immigrants to concentrate in large metropolitan communities is raised. Has the department done any study, either in connection with the present proposed revision, or past experience, on the problems that arise when you have large groups of immigrants concentrating in urban areas, particularly with reference to the establishment of ghettos? Is there any research material in the hands of the department on this subject?

Mr. Kent: It has been done by welfare agencies and related bodies, rather than by the department. I think Mr. Beasley probably would be the best one to speak to this.

Mr. Beasley: There have been several studies in this direction, both by departmental officials, our research division, and outside agencies. I think the best one was done some few years ago by the Metropolitan Council of Toronto. Their findings were that, generally speaking, ghettos did not develop; or if they did develop, they did not create any hardships as long as they were not forced ghettos. Generally, as new people moved into these localities, those that had been there for some time moved out, and there was a constant flow inward and outward as the immigrants became better established. The result was that

this was, in some respects an acceptable condition in that the new immigrant moved into an environment which was not entirely foreign to him, one which he was more familiar with. But it was not a permanent situation; it was a flow in and a flow out.

Mr. Dinsdale: Is this research material available to the Committee?

Mr. Beasley: It can be made available.

Mr. Dinsdale: I would be interested in seeing some of the results of an investigation of this kind, because this tends to be one of the major problems in the assimilation process of a new immigrant group. It would seem to me that applying the criterion of skills will aggravate this tendency to congregate in the large metropolitan communities. I am wondering if this aspect of the problem has been taken into consideration?

Mr. Kent: It is hard to tell except on the basis of experience to date. The criteria of skill have been enforced for some time. I think that the tendency is, of course, for people to congregate. In fact, the law of their immigration is based on family relationship, rather than the skill criteria for unsponsored immigrants. Other things being equal, I think it would be fair to expect that the higher the proportion of people coming on the basis of skill qualification, the less would be the tendency to congregation in a particular district.

Mr. Dinsdale: This particular paper that was referred to by Mr. Beasley, would perhaps be helpful in clarifying my own thinking on the matter.

Under the heading of humanitarian aspects, reference is made to the special refugee problem, and the statement is made at paragraph 37:

If Canada is to accept its fair share of international responsibility for refugees, including the sick and handicapped, more formal arrangements than now exist are required, including the annual appropriation of funds on a continual basis.

This is one immigration area where Canada has made a significant contribution in the past. This is a wide open statement as we find it on page 17. Is it the Department of Manpower and Immigration's intent, from time to time as has been the case in the past, to admit, under the recommendation of the United Nations Organizations, refugees such as the tubercular cases of a few years ago?

Mr. Kent: The effect of the statement here is that indeed government policy would be to

attempt to ensure that this is done on a continuing and systematic basis. I think perhaps Mr. Curry might comment on this.

Mr. Curry: The only comment I could add is that the United Nation's High Commissioner for refugees is coming to Ottawa within the next fortnight to discuss with us this very problem. We have put in our estimates for this year, fairly sizeable funds in proportion to what we had in before, for this purpose. We certainly contemplate extending the program beyond where it has been in the last year or two.

Mr. Dinsdale: The Committee might expect that this would become an integral part of a revised immigration policy.

Mr. Curry: Yes, exactly.

• (3.20 p.m.)

Mr. Beasley: If I may just add a word to that, while Canada has, I agree, contributed very largely to this problem over the years, it has frequently, I am afraid, been a reaction to a particular situation, rather than a planned program. The intent of this statement, I believe, is that in consultation with the U.N.H.C.R., and with a definite budget to work against, we would be able to plan our intake of refugees in a more orderly manner than in the past, without in any way cutting down; in fact, perhaps, undoubtedly to increase it, but in a more orderly manner rather than a reaction to crisis situations.

Senator Pearson: The first question I want to ask is about economic factors as outlined on page 7, paragraph 9, which reads:

Canada is an under-populated country by most standards of measurement.

Then at the top of the next page:

A bigger population means increased domestic markets for our industries.

Then at page 11 you say that immigration in Canada has been some 2,500,000 over the past 20 years, which is about 125,000 an average of per year. Is the government, or the department, satisfied that all the immigrants that we can take are absorbed in this country?

Mr. Kent: The movement has, of course, varied a great deal from year to year. It is substantially larger this year than it has been in most post-war years, something in the order of 200,000 compared with the average that is shown here. It is very hard to say whether, at this moment, more might be absorbed or not. Certainly any appreciably greater num-

ber would produce difficulties at particular points, so to speak; that is to say, naturally the main flow is to the areas where employment opportunities are particularly plentiful. Of late the situation in those areas has been such that housing is fairly hard to get for newcomers, and so on. For that reason, it would probably be fair to say that at the moment the flow is pretty much up to the numbers which could easily be absorbed in the short run. This is not to say that it could not grow, and the trend, presumably naturally would tend to be upward in numbers.

Senator Pearson: Thank you. I was just thinking about the time, many years ago, when I was very actively interested in people coming into this country, in the early part of this century, when we had a tremendous flow of people coming into this country from all parts of Europe in particular, and from the United States. We had a tremendous growth in our economic situation at that time. Labour was plentiful, and as far as I understand, they were fairly well paid at that time; they could get jobs very easily, and it seems to me that we are sort of dragging our feet, rather than trying to populate this country. We are selecting people largely for urban areas, rather than trying to break out into the rest of the country. We are concentrating on certain areas, like Toronto, Montreal, Winnipeg, Vancouver, and so forth. The people that we bring into the country from Europe now, seem to be all congregating in the cities. Speaking for western Canada, we find it a very difficult proposition to get help, especially to deal with harvests like this last month. Many of the farmers told me that they had about four jobs to do at the same time, and nobody to help them. They are supposed to be able to farm larger units to make their farms viable, and yet they cannot get any help. They have to be summer fallowing at the same time they are supposed to be swathing, they are hauling wheat at the same time they are swathing and they do not know which one to start first.

It seems to me that we are holding ourselves down to just a fair minimum, rather than trying to create a surplus of people who would be looking for more jobs; is that right?

Mr. Kent: Of course, no attempt is made to influence where an immigrant is to go to. It is undoubtedly a fact that in Canada, as, indeed, all over the world, there is an enormous movement of population taking place from rural areas into urban areas. The labour force employed in agriculture has declined very

greatly, and is continuing to decline, in spite of the fact that our agricultural production has tended, shall we say, to be adequate to the demand. These are economic trends, which we have to accept.

Senator Pearson: It is our policy to attract men who have certain skills, and a certain standing particularly in education, those are the type of people we want in the country, but those are the people who will not go to the rural areas or the smaller cities.

Mr. Kent: The educational requirement is applied only to people who do not have a definite skilled occupation. As long as they have a skilled occupation, the educational requirement is not used. Of course, farm workers—skilled, experienced farm workers—are as welcome as any group of immigrants. The problem is that the numbers who come forward, who want to move, are very limited.

Senator Pearson: What attempts are being made to find those farmers?

Mr. Kent: As far as I know, the agricultural industry has not made any very definite attempts. As you know, the attempts to find specific groups of workers—specific types of workers—are usually made by industries or by particular employers. I think some efforts have been made on the part of the Dairy Association to recruit dairy workers. Of course, if anyone is interested in obtaining a particular group of skilled workers, in any occupation, then all our facilities are available to them for the recruitment.

Mr. Roxburgh: You pointed out that farmers are skilled workers. Has there been any pressure—not pressure—but any highlight emphasized in pointing this out. I am glad the question was raised because a lot of people have the wrong idea. As I understand it, you pointed out that the educational part did not enter into it provided he was an approved farm worker, and was needed, and had a job here. Has there been any publicity given to that part in the section mentioned by the Senator, and in other areas, where we really need farm workers; has this been pointed out at all? Has there been any publicity done by the department?

Mr. Curry: Yes, there is some of that in our current publications, giving just as much weight to that as any other type of trade.

Mr. Kent: We do not have the funds to spend a lot of money in any of these areas, but we certainly give them the same weight as to anything else.

Senator Pearson: I just wanted to finish up with another line of thought: What organization do we have in Europe? In what countries do we have immigration agencies?

Mr. Curry: Practically all the countries of western Europe, almost completely, from Greece, Italy, Portugal, Spain in the south, up to the Scandinavian countries, through Germany, France, Britain, and Switzerland.

Senator Pearson: Are these agencies equipped as far as personnel is concerned?

Mr. Curry: Yes; they have become increasingly well equipped in the last several years. There are more people, better trained people, and more adequate funds, and they are backed up by far better promotional material than they have ever had.

Senator Pearson: How much money would you say was spent in Europe in a year for advertising?

Mr. Curry: For advertising, just now, of the order of \$600,000 or \$800,000.

Senator Pearson: Do you think that is enough?

Mr. Curry: We can use more, certainly; but that is always true.

Mr. Kent: As a department we naturally feel that we could use more help in terms of staff, and funds.

Senator Pearson: The other question I wanted to ask is, how do you go about getting your non-sponsored immigrants? Do you make personal contacts throughout the country, or just wait for them to come into you?

Mr. Curry: No, we use a lot of different types of promotional material, including direct advertising moving pictures, lectures, and various types of approach. Frequently they are called upon to respond by sending in coupons, cut from the paper, the magazine, or whatever, which makes the first contact; then they are invited to come in to pick up further promotional material and information, and so on.

Senator Pearson: Would it be easier, from your point of view, to get in touch with the agencies in Europe and give them an idea of certain skills that you want?

Mr. Curry: Yes, indeed; there is a continual flow of information from the Canadian scene to our selection officers all over the world. This is kept up now through the facilities of the manpower side of our department; so that if there is a pocket in Canada, or a particular

trade or profession, that needs extra help, this is reflected very very quickly, so they can pick it up.

Mr. Kent: This is supplemented, of course, by the recruiting activities of many individual firms, and by an increasing number of provinces.

Senator Pearson: Thank you.

Mr. Munro: I would like to pursue for a moment, the question that the Senator dealt with. Mr. Kent, in the history of the department, in terms of administration, what has been the experience when the department has endeavoured to direct immigrants to certain areas of Canada, to do certain types of work?

Mr. Kent: As far as I am aware, the department has never made a specific effort to direct workers to any particular area. What is done, is to counsel them as to where there are employment opportunities for particular immigrants. The material, which Mr. Curry referred to, which our offices have all the time, is an indication not only of what particular occupations are in demand in general, but also in which areas they are in particularly strong demand; and our officers counsel immigrants accordingly. This is done, for example, with particular energy where the interest of the potential immigrant is in setting up any type of business of his own, whether it be a small business, or, as quite often is the case, settling on a farm, and so on.

Mr. Munro: Was there not a period in the past when the department endeavoured to—or tried for a while as a sort of offshoot of a contractual type of arrangement to encourage workers to go to farm areas?

Mr. Beasley: The only scheme of this nature, that I am aware of, Mr. Munro, is the scheme of some five or six years ago whereby the cost of inland transportation was refundable if the immigrant proceeded to a point, I think, beyond the Manitoba border, and remained in farm employment for a stipulated period—I think about 12 months—but the scheme was not particularly effective; as you mentioned, it was an administrative headache. The experiment indicated that it really did not achieve its purpose, although farmers might go to the area that was suggested, they very often did not stay there as farm workers.

Mr. Munro: My understanding was—and perhaps this was the incident I am thinking of—that there was a period when we tried to get some type of commitment from immigrants that for a period of two years they

would work on a farm, or something like that, and we found in a much shorter time they all sort of gravitated to the cities.

Mr. Beasley: In the immediate post-war years, the only immigrants who were admissible to Canada, by and large, other than the preferred classes, were agriculturalists and farm workers. They were, at one time, required to sign an undertaking to remain in that employment for a stipulated period. Many people who were not farmers at all, undertook to come to Canada as farmers, because this was the only circumstances under which they were admissible.

Mr. Munro: Do you have any records to indicate what the department's experience was as a result of this policy? Do you know the percentage of people who did remain on the farms for two years, and what percentage did not?

Mr. Beasley: I could not quote percentages on this at all.

Senator Croll: I would like to go back to what Mr. Kent said to Mr. Pearson, if I may, about responding to requests for organizations, and what not. I have read a public protest by the mining industry, who have been anxious to obtain people of the plainer sort now, and who requested some consideration from the department, and complain that they did not receive it.

Mr. Kent: We are, at the moment, engaged with the mining industry in trying to get an accurate picture of what, exactly, their needs are. The applications which some mining companies have made, have not been for the immigration of experienced miners, who are admissible without any problem at all under the skill requirement, but for unskilled labour.

The Co-Chairman Mr. Klein: I have on the list of speakers, Mr. Macaluso, Mr. Baldwin, Senator Willis, and Senator Croll, in that order. Mr. Macaluso?

Mr. Macaluso: Mr. Chairman, I have a very pertinent question. From what I could understand from Mr. Kent, and I am paraphrasing what he said, one of the economic factors, or the reason for this great emphasis on skill—on the unsponsored immigrant—and the educational qualification, was based on the unanimous view of the economic authorities. Now, I find it very difficult to go into all these questions, without having the economic authorities before this Committee, before we proceed with you gentlemen. I certainly feel that in view of the fact that the department, this

evening, does not have what I consider, and many of us consider, sufficient information for this Committee on which they have founded some of their premises, perhaps it would be best if we adjourned, and called these witnesses back after we have listened to these economic authorities, whoever they may be. This would allow the department also to bring forth information, which the minister and the deputy minister said they have in their department, on which some of these premises are based. I find it very difficult to really go into the line of questioning that I have—and it is quite a lengthy line of questioning—without this information. If it is agreeable to members, I would move that we adjourn until such time as the Chairman could call these so-called economic authorities before this Committee, and then recall the deputy minister and his officials afterwards.

The Co-Chairman Mr. Klein: I would suggest that you withhold your questioning at this time. There are other speakers on the list, and perhaps we might continue.

Mr. Macaluso: Mr. Chairman, I am prepared to withhold my questioning if this motion is not going to be adopted.

Mr. Roxburgh: If we were to go through the White Paper now, Mr. Macaluso, would your questions not come in equally well after this was dealt with?

Mr. Macaluso: No, Mr. Chairman, I intend to deal methodically with each paragraph, and each chapter. I would move that we adjourn to hear these economic authorities.

Senator Croll: The deputy minister is my economic authority for the time being.

Mr. Kent: Perhaps I might make a comment in answer to Mr. Macaluso. As I think, Mr. Macaluso said, he was paraphrasing what I said.

Mr. Macaluso: "The unanimous view of the economic authorities," I think those words are correct, are they not?

• (8.40 p.m.)

Mr. Kent: The point I was attempting to make at the time, was that the analysis in the White Paper as to the importance of skills and schooling for employment at present, was not based on our analysis of immigrants. This was based on the general experience of the labour force, and whether the people happened to have been born in Canada, or had come as immigrants. This view that the number of jobs available to people without skills or very much education, or qualification, was declining

in the economy, is an analysis, which is not merely an analysis of the Department of Manpower and Immigration, as such. It was not based on the experience of immigration, it was based on the general facts about the economy into which the immigrants are coming. So, this analysis is the view which obviously has been put forward by the Economic Council of Canada, the Economic Council of Ontario, and so on.

Mr. Macaluso: Mr. Chairman, in order to put this in its proper perspective, my motion has been seconded by Mr. Bell (Carleton), and perhaps I could speak to it.

The Co-Chairman Mr. Klein: Are you seconding that motion, Mr. Bell?

Mr. Bell (Carleton): Yes, Mr. Chairman, the lack of information, I think, emphasizes the need for this motion.

The Co-Chairman Mr. Klein: Mr. Munro, are you speaking to the motion?

Mr. Munro: I am asking, on a point of order, if the motion to adjourn, made by Mr. Macaluso, is debatable? If it is then let us vote on it.

Senator Croll: Was it not his motion that we call some other witness?

Mr. Macaluso: No, that we adjourn until the economic authorities can be heard.

Mr. Munro: Then it would be left to the steering committee tomorrow to carry out the intent of what you are talking about. It might be easier for the steering committee to deal with this skilled and unskilled business, since they have been here, perhaps they could line up Mr. Deutsch as well as others who could be heard by the Committee.

The Co-Chairman Mr. Klein: As I understand it, Mr. Macaluso, if you are making a motion merely to adjourn, I can accept that motion. But if you make the motion to adjourn conditional on certain things, then I cannot accept the motion.

Mr. Macaluso: I move that we adjourn, and there will be a seconder to that motion, Mr. Chairman.

The Co-Chairman Mr. Klein: Are you a seconder to that motion?

Mr. Bell (Carleton): Yes, I second it.

The Co-Chairman Mr. Klein: All those in favour of that motion, please show your hands. Those opposed? We had better get that

over again. Would you mind giving us those who are in favour of the motion? Those who are opposed to the motion?

The motion is defeated.

Mr. Macaluso: I will continue, Mr. Chairman. Whenever you think I have said enough, you can call me to order and put me back on the list.

There is one question you kept raising, Mr. Kent, dealing with concentration of immigrants and housing problems for immigrants. I would like to know what facts you rely on to support that there would be a housing problem, because I know of no immigrant, in my experience—and that goes back quite a while—who has ever had a housing problem.

Mr. Kent: The evidence, of course, that we have to rely on for that is our actual experience in spending funds in order to provide temporary housing accommodation to immigrants who arrive and then cannot find housing. In a number of areas in Ontario and I think these figures were up to the end of September, compared with the same period last year, we were unfortunately compelled to estimate that the annual rate of expenditure for this purpose was approximately \$400,000 this year compared with \$100,000 annual rate last year.

Mr. Macaluso: Do you have a breakdown of the country of origin of these people for whom these temporary accommodations have had to be provided?

Mr. Kent: No, we do not keep statistics of that sort. The areas where the problem is particularly difficult are the Kitchener-Waterloo area, and the Toronto area itself.

Mr. Macaluso: Do your different departments have a breakdown of the people they have accommodated? There must be a list of people they have accommodated, and from that list you can really tell the country of origin of the newcomer. Could you provide that for us, please?

Mr. Kent: I should emphasize that we do not, and we would not normally think it desirable to do that kind of analysis. This is not a problem in which within the context of a nondiscriminatory policy, we would tend to distinguish between people. No doubt for a special period we could make a special count and try to identify their country of origin.

Mr. Macaluso: That is fine. I am happy to note on page 5 of the introduction to chapter 1 the White Paper agrees that there is no con-

sensus on the remedy to national needs, and I am very happy that that is there. But in my line of questioning, I do want to express the view as it is in paragraph 2, that since the White Paper is intended to assist public discussion in and out of parliament, I hope my questions will clarify this public discussion in some way.

In paragraph 8, page 7 the last sentence reads as follows:

In the final analysis, however, there is unlikely to be general support for any immigration policy which appears to favour local or sectional—

I gather from that you mean either provincial or urban areas, as opposed to rural areas. It goes on to say:

—rather than national interest or to ignore the economic and social facts of life as they are revealed daily to Canadians in terms of employment, educational opportunities, welfare programs and taxes.

Now my first question has to do with the statement in the White Paper “however, there is unlikely to be general support for any immigration policy” based on this. What is the foundation of this statement that there is unlikely to be general support?

Mr. Kent: I would take it that what the government is saying here is that a policy, for which national support is going to be asked, must be based on the over-all national interests.

Mr. Macaluso: I would like to know if there are any facts on which to base the statement that there would not be general support.

Mr. Kent: For a policy not based on national interests?

Mr. Macaluso: Yes; I see your point, but let me get to my second question. I am sorry, I do see what you are referring to.

I want to get to the welfare program. Do you have any figures—and I think this question was asked by Mr. Gray on the day of the release, but I will bring it up to modern terms—which would show—and we are concerned here naturally with unsponsored immigrants, because you are looking at them as the skilled category really, as opposed to unsponsored whom you look on as the skilled, that is the distinction you try to make within the White Paper—

Mr. Kent: I do not think that is the way it is intended to be in the White Paper. It is that

those who are unskilled are included in the sponsored group obviously by definition, not in the unsponsored group.

Mr. Macaluso: Are there any figures to show what percentage of the newcomers, skilled or unskilled, are a drain on the welfare programs of this country?

Mr. Kent: No, I do not think we have any statistics showing that. As I attempted to explain earlier, we have not attempted to follow the immigrant through, so to speak. None of the individual investigations really show anything of great value in this respect, do they Mr. Beasley?

Mr. Beasley: No, except the reports, which I referred to earlier, of the Metropolitan Council of Toronto.

Mr. Munro: I have a supplementary question, Mr. Chairman. Welfare programs, in this context, surely do not necessarily restrict itself to relief programs. I think when you are talking in terms of employment and educational opportunities, you are talking about all our social welfare programs, in terms of medicare—

Mr. Kent: Certainly, the sort of issue that I think was in mind here, was that, you know, the—

Mr. Macaluso: I do not think that is so, because everyone who wants them has these programs available to them whether they are immigrants or Canadian citizens.

Mr. Kent: Parliament has made certain provisions about the eligibility of people for welfare programs, based on length of residence in the country, and so on; presumably out of the feeling that people who have been in the country a relatively short time, contributed relatively little in taxation, and so on, therefore, would not automatically be entitled, or would not have earned, the same benefits as other people.

Mr. Macaluso: But you have no figures on which to base this for your own particular presentation in the White Paper.

Mr. Kent: I do not think the statement in the White Paper requires any figures. It is just a general statement that these are the sort of factors which people bear in mind.

Mr. Macaluso: Do you have any figures on which to base any findings yourself in the department, as far as welfare programs, and the participation in them by newcomers, or immigrants is concerned?

Mr. Kent: There is no statement here, which would be affected by any figures.

Mr. Macaluso: In effect, there are no such figures.

An hon. Member: You mean relief rolls do you not?

Mr. Macaluso: I am talking about welfare in the sense of relief, yes.

Mr. Kent: Perhaps, Mr. Chairman, I could try to re-state the sort of thought which is obviously reflected in this sentence. If one took the extreme example, and supposed that there was no immigration law at all, and that anybody of the age of 64 could come to Canada and at the age of 65 begin to draw our old age security, then this would be regarded, I think, as the type of factor about the structure of the country's employment, educational opportunities, welfare programs, and taxes, which has to be taken into account in relation to an immigration policy.

Mr. Macaluso: But you have no way of calculating how many people are availing themselves of that, from the figures in your department, or figures available to your department?

Mr. Kent: Well, I suppose a calculation could quite easily be done, in terms of the age of immigrants, how long they have been—

Mr. Macaluso: Has that in fact been done?

Mr. Kent: No, because it is not relevant to any policies that are in fact pursued.

Mr. Macaluso: In your reference to taxes, I am concerned whether you are concerned with what type of taxes that you are discussing there?

Mr. Kent: There is no discussion of any particular taxes here. But obviously—again to take an example of the sort of factor—if there were large numbers of unskilled people, who in order to become employable, had to receive a great deal of education and training, then clearly this would be a call on tax revenues of some kind or another, municipal, federal, or provincial, as the case might be.

Mr. Macaluso: The thing that concerns me is that all your references to every matter dealt with, that I have heard this evening, is the negative aspect of the drain of unskilled immigrants on our economy. This is the philosophy which I find; all references are to the unskilled immigrant who is a drain, and not to the positive aspect—except for very few general statements—of the contribution of even the unskilled immigrant, tax-wise,

productivity-wise, and so forth. You say in the White Paper that the unskilled worker does not contribute to productivity. I would like to know if the department has any way of trying to figure out whether the unskilled immigrant is less, or more productive than the Canadian born citizen of the same age? Has any study ever been made of this?

Mr. Kent: No; I am sorry I am repeating myself, but again all the consideration given to this issue has not been based on any discriminatory determinations between one group of people and another. It has been based on the basic fact of economic life today, that the employment opportunities available for unskilled labour are declining.

Mr. Macaluso: At page 8, paragraph 11, you make the statement that the need for unskilled workers is declining. If I recall correctly, you related this to the unanimous view of economic authorities and to manpower statistics that are available. Is that not so?

Mr. Kent: The sort of factors which are relevant here are, for example, a recent analysis of manpower requirements, which was made by the Economic Council. Perhaps it would be useful if it were put before the Committee, since it seems to involve the sort of issues which are of primary concern.

Mr. Macaluso: They are of primary concern because you are relying on them in the White Paper, Mr. Kent; would you not agree with me there?

Mr. Kent: This analysis of employment and manpower problems certainly is the basis of this point of view, obviously. I do not have the figures with me, but I am sure I can remember them almost precisely. A survey was done by the Economic Council, and published just a few months ago, which analysed the trend in employment opportunities in companies which together employed about 5 per cent of the Canadian labour force. The companies were asked to project their needs over the years 1965 to 1970. They showed for every 100 increase in net employment, a decline of 56 in the number of jobs available for people without high school graduation. These are the sorts of factors.

Mr. Macaluso: The Economic Council study. Now, I would like to get to the absorption problem.

Has the department ever made a study of, or followed through, on the immigrants, to determine how long it takes for an individual to become a productive member of society?

• (9:00 p.m.)

Mr. Kent: In most cases, they enter into the labour force almost immediately, and become productive members of society almost immediately.

Mr. Macaluso: Is this the unskilled worker?

Mr. Kent: Well, given the present volume of immigration, yes.

Mr. Macaluso: Have they made a study yet, this is what I want to know. Have you made a study on how long it takes for a newcomer to become a productive member of society?

Mr. Kent: No, but the normal answer would be a few weeks; there is no study needed for that.

Mr. Nasserden: Is there anything to show the trend among the immigrants for home ownership within a certain period of time?

Mr. Kent: No.

Mr. Macaluso: I would like to get to a definition of the family unit. Would you not agree that to the European there is a more liberal and progressive definition of family unit, than there is outlined in the White Paper?

The Co-Chairman Mr. Klein: I have to interrupt you here, Mr. Macaluso, I think you came in a little late this afternoon. It was decided that we would deal with the White Paper first, chapter by chapter.

Mr. Macaluso: I am on chapter 2, Mr. Chairman.

The Co-Chairman Mr. Klein: I think you are at the bottom of page 13, paragraph 27, Mr. Macaluso.

Mr. Macaluso: What I am referring to is that you say:

The family in this sense normally means wife and children, but dependents may also be elderly parents or grandparents, or they may be younger relatives who are orphaned. The economic problem—

And there is this "economic problem" all through this.

—relates to the sponsorship of non-dependent relatives, seeking an immediate place in the labour market. These are mostly adult sons and daughters, and brothers and sisters. Such sponsorship has a potential for explosive growth.

Then you go on to relate how the brothers and sisters, and so on, are sponsored. Well,

that is what I want to know. The interpretation of the family unit, in the White Paper, is more restricted than is the normal interpretation of the European of a family unit.

Mr. Kent: The only family unit which is defined here is in terms of those who are direct dependents; that is to say, wife and children, elderly parents or grandparents, and younger orphans. These are the people within any family who are dependent on the person who is for that purpose the head of the family. How close are the ties of friendship and association with other relatives obviously varies a good deal in different countries. But the distinction here is simply the one between dependency and non-dependency.

Mr. Macaluso: That is the distinction that the White Paper makes. But I am saying that the European families, especially the southern European families, have closer and deeper family ties, by blood—never mind friendship and relationship, it is by blood—than does the distinction which you make in the White Paper between dependent and non-dependent. I would conclude that the family unit to southern European families, and to families who immigrated to this country over 100 years ago and who are still calling relatives over from other countries, includes not only their immediate dependents, but also their adult sons, their adult daughters, their adult brothers and sisters. Surely you must agree that the family unit is that, and not just a dependent who is dependent upon the father for his bread.

Mr. Kent: In the White Paper there is no discussion of the breadth of family relationships, except in terms of drawing the distinction between the dependent members of the family and other members of the family.

Mr. Macaluso: You are talking around my question really; you are free to do so, and that is why I am saying this. There is more to a family unit than dependence and non-dependence. All you are concerned with in the White Paper is, in effect, that you can sponsor your dependents, but leave your non-dependents in the country that you immigrated from.

Mr. Kent: The distinction drawn in the White Paper is that there are different conditions affecting the sponsorship of dependents, and those of non-dependent relatives.

Senator Croll: Have you not changed the meaning of family unit in this paragraph, as I read it. Surely I cannot be that wrong. The concept of the family unit, as Mr. Macaluso

points out, is never as limited as you have it now in Chapter 27.

Mr. Kent: Forgive me, sir, but I do not think we have attempted to define the family unit at all. We have attempted to define those members of the family who are dependents, and then to recognize the non-dependent family.

Senator Croll: What recognition do you give to the non-dependent family? The immigration policy of this country, as I conceive it, was built up on one man king and he brought the rest with him—dependents, or non-dependents, and so on. That is the conception of the European family. But you are now cutting it off at a point altogether different from what I have ever seen before. Once you get the family in, then you immediately curtail his bringing in other members of the family group.

Mr. Kent: I am not quite clear on how broadly Mr. Macaluso wanted to draw the concept of family. The existing sponsorship rules, of course, are just a little narrower than are proposed here for the non-dependent relatives. The change proposed in the White Paper is that the sponsorship of the non-dependent relatives be a right of the Canadian citizen as far as future immigrants are concerned.

Senator Croll: The family Mr. Macaluso is talking about, and I am talking about, is the family that does not recognize such a thing as non-dependents; he can be a 17th cousin, but he is a member of the family and as close as a brother. Once he lands here they look after him. They say this is part of my family, and that is it. It does not make any difference whether he is a brother or a sister; he is part of the family, and it is just as close as that. That has been our concept, as I understood the immigration law from the day I got here.

Mr. Kent: The existing sponsorship regulations, of course, are in some minor ways less wide than those proposed in the White Paper. They are very much less wide as far as anybody who is attempting to sponsor people from outside Europe and the Americas are concerned.

Mr. Macaluso: I think the point is made, Senator.

Senator Croll: But he does not agree with us.

Mr. Macaluso: Well, I think the point is made, and perhaps the deputy minister will look at it again; I am sure he will.

I would like now to get down to the definition of literacy as used in the White Paper for males and females entering the labour force. What is the criterion of literacy that is required?

Mr. Kent: The criterion of literacy would be, as suggested here, the simple ability to write and speak in the language of the immigrant; that is all it is.

Mr. Macaluso: I am sure you are aware, and your department is aware, that in many of these southern European countries—and I will read further at page 6 of the summary that was handed out, and I will refer to Greece, Hong Kong, Italy, and Portugal, because these are the four where the percentage of sponsorship is large: Greece, 81.4 per cent, for Hong Kong, 75.9, for Italy, 91.1, and for Portugal 81.4—the people can speak the language but many of them did not have the opportunity to learn to write the language, let alone read it. Although they are literate in the language,—according to your criterion as set out here—as long as they cannot write it, they are just not eligible to come into this country. Is my interpretation correct?

Mr. Kent: The proposal here, of course, is for the sponsored non-dependent relative who is entering the labour force. It does not apply to any others; it does not apply to those who are under age 12, and so on. But for that group, yes, that is the concept.

Mr. Macaluso: Let us take the example of an adult brother who is married. If I am a brother here and I want to make an application for my brother, say, in Sicily, or Portugal, and he has not had the opportunity to learn to write the language but can speak it and is literate, and is strong, and is able to come here, do you mean to say that he is out? He just cannot come in?

Mr. Kent: That is the proposal in the White Paper.

Mr. Macaluso: That is where I get to the family unit?

Mr. Roxburgh: Not if he is qualified to do a certain line of work.

Mr. Macaluso: No, you are talking about skill; I am talking about the unskilled.

Mr. Roxburgh: That is what I am talking about, too. Oh, I see what you mean.

Mr. Kent: If he is qualified to do a certain line of work, then he is admissible.

Senator Croll: Suppose this man that Mr. Macaluso describes does pass the test, but his wife cannot pass the test, what happens?

Mr. Kent: That does not affect his eligibility at all.

Senator Croll: And her eligibility?

Mr. Kent: No, no; this test is only to be applied to the male entering the labour force.

Mr. Macaluso: If this man has no skill, if he comes from the farm, or whatever he was doing, he is out, he just cannot come in, although he is literate as far as the language is concerned in speaking it and understanding it.

Now, I am going to get to the next part of this definition of skill. I am going to ask you if you would not agree, or if you would not state that one who can demonstrate that he has the ability to learn, if your definition of skill could not include an individual who can demonstrate he has the ability to learn, but he is without a skill—

Mr. Kent: Obviously, if an immigrant does not at the moment possess any particular skill, but does over the course of years acquire the skill; then his employability, and so on, is fine and there is no problem.

Mr. Macaluso: I am sorry, but perhaps I was confusing in my question, I will refer to the situation again. I call my brother, from southern Europe; he has the language qualification; he understands, except maybe he does not write the language, or even read it, but he can demonstrate the ability to learn a skill if he was over here, does that still exclude his eligibility. In other words, the definition in the White Paper does not include one who can demonstrate he has the ability to learn a skill.

Mr. Kent: No, it does not. I presume, on the basis that this would involve an investment in order to enable him to learn the skill. This would obviously be a cost to the community.

Mr. Roxburgh: I would like to find something out. How do you class an unskilled labourer? What is unskilled? If he is a ditch digger, he is a skilled labourer; if he is doing any kind of work that he can do, at what point do you decide that it is unskilled labour?

Mr. Kent: If it is an occupation which is in the standard occupational classification, the I.L.O. one.

Mr. Roxburgh: No, here we have all these occupations in Canada, from digging ditches to president of a corporation. I am not talking

about somebody knowing how to run a machine, a sewing machine in a factory or something. He is classed as skilled labour right off the bat whether he can read, write, or anything else. We are coming into construction, and the man who handles the shovel. Can you handle a shovel as well as a man who has done it all his life? Would you not class him as a skilled labourer? Where do you draw the line on skilled labour? I know very well that I would hate to go up against anybody at ditch digging, and if I wanted a ditch digger I certainly would not employ you or Mr. Curry, or our Chairman, or Mr. Macaluso. I would like to know where you draw the line on skilled labour, now that you have brought this up, because each man is a skilled labourer, and each man is a perfectionist. He can be a professional ditch digger, the same as he can be a professional hockey player, or a doctor; that is his profession; that is all he has done all his life. Is he not skilled?

Mr. Kent: Not in the—

Mr. Roxburgh: Where do you draw the line, then?

Mr. Kent: He should be following an occupation, which requires experience and/or training.

Mr. Roxburgh: I have worked in construction, and I have seen men turned down because they could not handle a shovel, and they had to be trained to handle a shovel. So where do you come in with this unskilled labour? If I wanted some ditch diggers, and I had a big enough job to employ 10 ditch diggers, and I could not get them in Canada but I could get them in Italy, or I could get them in Yugoslavia, or wherever it may be, you would not allow those people in?

Mr. Kent: A ditch digger does not qualify as a skilled occupation.

Mr. Roxburgh: Then you are off there somewhere.

Mr. Macaluso: I have had the floor for half an hour, and I think I should let others have an opportunity now, although my questions are not completed. Perhaps I might come back to them later. First of all, the information that Mr. Kent said was at the department, and not available here, will be brought forward for the use of the Committee.

Mr. Gray mentioned that you have based many conclusions on it. Also, in the matter of skills, I have to agree with Mr. Roxburgh on where you draw the line. If there is a fellow, whose specialty is in the bakery business—he

is a great baker in specialty cakes, whether they are German cakes, Italian cakes, or whatever they are, and in the large metropolitan areas there is a crying need for this type of man, does he have sufficient skill as a baker to come into this country? Let us say he does not have the education, and he does not have the skill qualification.

Mr. Kent: He is skilled, and admissible; it has nothing to do with his education.

Mr. Macaluso: But there are those who are refused entry into this country, who have that skill.

Mr. Beasley: We attempt to determine what is skilled and what is not skilled in terms of the International Standards Classification of Occupations.

Mr. Kent: Produced by the International Labour Office.

Mr. Beasley: Produced by the International Labour Office, which includes practically every internationally recognized occupation, except those which require merely a degree—a modicum—of manual dexterity, general labour. But there are, in here, practically every internationally recognized occupation, not in the sense of the professional, but the baker you speak of, the carpenter, the farmer. All these are included in those who are admissible solely on the basis of being qualified in that occupation.

Mr. Macaluso: What is it again, Mr. Beasley?

Mr. Beasley: It is the International Standard Classification of Occupations.

Mr. Gray: I have a supplementary question, Mr. Chairman. Who produces that, Mr. Beasley?

Mr. Beasley: The International Labour Office.

Mr. Gray: I see, does this book list the occupations, or does it define them and give something of the skill and or training content?

Mr. Beasley: It defines them and gives a summary of the functions each is called upon to perform in his particular occupation.

Mr. Gray: How are these related to the Canadian experience?

Mr. Beasley: Well, the I.L.O., itself, of course, being an international body, attempts to define them in such a form that they can be most readily related to any country of the world.

• (9.20 p.m.)

Mr. Macaluso: If one of these bakers made an application of his own as an unsponsored immigrant, he would pass the test, provided he passed the medical? Would a barber, on his own?

Mr. Beasley: Yes.

Mr. Macaluso: Then why have they been turned down? When you get the reply from the department they say he has not met the skill, qualification, or educational standards.

Mr. Curry: In Hong Kong, not long ago, we had a number of people who applied as non-sponsored immigrants as cooks. We have an agency in Hong Kong which tests their cooking, and we depend upon the expertise of that agency; they have turned down some and passed others.

Mr. Macaluso: What about barbers? Does he have to pass a test if he is a barber, or does he bring his certificate from his country of origin to the office in Rome, or some place else?

Mr. Kent: If he has a certificate to bring, that is fine and there is no problem.

Mr. Macaluso: Why would the department send back a letter saying he does not meet the skill qualification or education, or that they are not satisfied that he can settle himself satisfactorily in Canada?

Mr. Curry: Mr. Chairman, might I suggest, with all due courtesy to Mr. Macaluso, that if he has a specific case we would be glad to look at it again.

Mr. Macaluso: I am sure I have, we all have specific cases. But I am saying this is the answer you get. I am not interested in a specific case, Mr. Curry. I am interested in the general application of a uniform law.

Mr. Curry: All we can say is that as you describe the person he is entirely admissible. But if you can show us the person who was not admitted, we would have to know which person it was.

Mr. Macaluso: Is the discretion not left, in these cases, with the officers in the field, wherever the country of origin is?

Mr. Curry: The officer in the field examines the chap, and tries in every way he can to assess him for his capability, and his experience, and background.

Mr. Macaluso: Would a seamstress be classified as having a skill, Mr. Beasley?

Mr. Beasley: Certain types of seamstresses are, others are not; a sewing machine operator is not classified as a skilled operator.

Mr. Macaluso: One must learn to run a machine. Why then should it not be?

Mr. Beasley: The only answer I can give to that, Mr. Macaluso, is that presumably it requires little more than a degree of manual dexterity, which can be learned very quickly, and with a very modicum degree of ability.

Mr. Kent: We do not make these distinctions, Mr. Macaluso. What we do is simply follow the judgments of the International Labour Office.

Mr. Macaluso: My final comment is this: this country would be in one hell of a mess if every seamstress who runs a machine had to pass those criteria.

Senator Croll: You tell us that you follow the judgments of the I.L.A. But can you for a moment tell us here that a young girl in a home in Europe, whose mother teaches her to sew and to handle the sewing machine, does not acquire a precious skill that she has when she wants to come to this country, a skill that we are losing and we ought to be looking for instead of saying the I.L.O. says they are not skilled? It does not make sense, Mr. Kent.

Mr. Macaluso: Mr. Chairman, I think the Committee has been very patient with me. I have many more questions on economic matters and economic authorities, but I will pass to another day. On the assumption that the deputy minister and his officials will come back and allow us the pleasure of questioning them further, I will leave my questions for the present.

The Co-Chairman Mr. Klein: I am sorry, Mr. Gray, but Senator Willis has been waiting very patiently here all day and wishes to speak.

Mr. Gray: I would suggest to the Committee that they may want to ask the witnesses to provide, for each of us, a copy of this I.L.O. book.

An hon. Member: Oh, well, it would look nice in the library.

The Co-Chairman Mr. Klein: Senator Willis?

Senator Willis: Mr. Chairman, I was very pleased that some of the questions I had in mind have been answered. They were asked by my friend Senator Pearson. What I am concerned about is that this Wite Paper and

the policy set out therein, discriminate against farmers. If this policy is followed, you will never get any of these immigrants who will go to the farms. The farmers are greatly in need of help at the present time. Now, I have had a lot of co-operation from Mr. Curry with regard to a certain case, but I understand that the Canadian government had an agreement with the Jamaican government this summer, to bring in—I do not know how many—100 or 200 Jamaicans to help the farmers with their apple crops, or with their tomato crops and so on, and then they all had to go back. Now, farmers cannot get help, and if this White Paper policy is followed, it is my opinion, that you will not get any of these immigrants at all.

An hon. Member: Hear, hear.

Senator Willis: Because they are not going to be able to live up to the educational standards that are imposed in the White Paper. I also speak on behalf of the miners; as well as being a farmer, I am a miner.

An hon. Member: A Bay Street miner.

Some hon. Members: Hear, hear.

Senator Willis: I do not give a damn whether it is a Bay Street miner, or a rural miner.

An hon. Member: You are producing wealth.

Senator Willis: We are producing uranium and we do not have enough help to do it.

An hon. Member: That is wealth.

Senator Willis: It is the best stock on the market.

Some hon. Members: Hear, hear.

Senator Willis: I think this policy, as expressed in the White Paper, discriminates against the miners, and against the farmers. We know—my friends over there are too young—on this side that the old immigration policy did produce. In my opinion it was a good immigration policy. I know people who came to this country from 1912 on who worked on farms, or worked in factories, and they became entrepreneurs of their own and on their own.

Now, if this policy is followed, what you are going to have is white collared people coming over here and joining in the strikes that we have had so much of. That is what is going to happen.

You say in your introduction that this White Paper is intended to be circulated in and out of parliament. How many copies of

this paper have gone out to the ordinary public? Can anybody answer that?

Mr. Kent: I cannot give an up to date figure, but it is available.

Senator Willis: I know that it is available; but nobody is going to go into your stores in Toronto, Hamilton, or Vancouver, and pay 50 cents, or whatever they have to pay, to get it. If you are going to carry out what you say in the introduction, then it should be circulated all over Canada, so that people will know what they are talking about. I am getting calls every day from people who are interested in mines, and people who are interested in farms, asking what this White Paper means. All they have seen about it or heard about it is the Minister's introduction of it in parliament. Thank you, Mr. Chairman.

Senator Croll: Mr. Chairman, let us talk for a moment about national security 20 years after the end of the war. What do we mean today when we talk about the interests of national security as it applies to these immigrants? What is our meaning; what is the modus; what is the purpose of it; and how long do we carry this on? Who are we talking about?

Mr. Macaluso: What page are you referring to?

Senator Croll: I am on page 11 at paragraph 19; am I too far along?

Some hon. Members: No, that is all right.

Senator Croll: I am talking about security. What difference does it make what page it is on; it is in this chapter.

Mr. Kent: There are two aspects of security, or I suppose really there are three aspects. One, is the possibility of spying, subversion, and so on. One is the closely related problem of the criminal.

Senator Croll: A spy is a criminal automatically, is he not?

Mr. Kent: Well, we have to take that into account in attempting to set up the rules in detail. The third aspect is, as is said at page 19, that unsponsored immigration from Communist countries has been held to a negligible level in the interests of national security. This has been a policy which has been pursued throughout the post-war years, and it has also had the practical effect, up to now, of, in practice, restricting sponsored immigration also, from behind the Iron Curtain. As suggested in the White Paper, and as the Minister announced some time ago, we are attempting

to rectify that, by establishing offices in countries behind the Iron Curtain in order to be able to deal with sponsored applications from those countries as well as from any other.

Senator Croll: Mr. Kent, if you suspected somebody was likely to be a spy, we are looking for him, and that is the end of him. A criminal, whether he comes from there, or he comes from the United States, or any other place, is gone. The law is against him, and there is no argument there.

Now, how do you expect our people who are in this country, our older people, the one and a half million who came from the Ukraine, and the thousands from Czechoslovakia, and other places, ever to be able to get any of their family over here, when you continue with this fiction of security to people who are, for all purposes, normal, and happen to live in a Communist land with whom we seem to be getting along better and better.

Mr. Kent: What is proposed in the White Paper is a change in this. This has been the policy throughout the post-war period. But what is suggested here is that for the sake of relatives, for the sponsored immigrants, we should change this and try to end this distinction, and that sponsored immigration should come from the Iron Curtain countries as well as from others. That is the change in the White Paper.

Senator Croll: Have you asked for permission to establish offices behind the Iron Curtain? And who do you go to?

Mr. Kent: The Minister, I think, at the last meeting of the Committee, referred to having attempted to do this.

Mr. Macaluso: For dependents as outlined in the White Paper?

Mr. Kent: Oh, no, sponsored immigration. The other announcement the Minister made, in July, if I remember accurately, was that we would attempt to deal with this problem for the sponsored immigrants, for the first time, and that the problem for the unsponsored immigrant obviously is a part of the general security problem, which, presumably, would be reviewed by the royal commission that is just being set up.

Mr. Roxburgh: We are now going into details. You made a statement about the sponsored immigrants from behind the Iron Curtain. Mr. Kent, how are you going about that? For example, if I were Polish and I wanted to sponsor somebody, and somebody else were Russian and wanted to sponsor somebody,

how do you go about allowing that sponsor to bring in, say, relatives from behind the Iron Curtain?

Mr. Kent: Up to now we have been able to do very little about it, because we had no facilities. Therefore, in very pressing, compassionate cases, it was done, but it was very severely limited. What we are now doing, as the Minister announced, is seeking the agreement of the governments concerned that we should begin to station officers in countries such as Poland, for this purpose.

Mr. Roxburgh: That is as far as you have gone. I have made this suggestion a number of times, and I have yet to find out whether it is even considered. I would just like to deal with it tonight. If Poland is a start—and that is good—then it is going to be years before you are going to get it into the U.S.S.R., and into some of the other countries; we have got to face these facts. In the meantime, there are hundreds of thousands of people who came out years ago, and who have sons and daughters who want to bring their relatives—their mother and father out—these people are getting to the age of 70 and they want to see their children and grandchildren before they die. I spoke of Canadians who have been out here a long time, but especially Canadian citizens of Polish or Rumanian ancestry, and so on, who are as outstanding citizens of Canada, as you or I, and maybe more so, outstanding in their church, in their community, and in their clubs. They want to bring their relatives to Canada. In the meantime, because of a mere open feeling between these countries, and since the group went over there a year ago, more of our people are travelling in the country of their origin. They are going back and seeing their parents, and seeing their cousins, and their relatives. They all want to come to Canada—let us be honest—everybody wants to come. I can give you names of not one, but dozens and dozens of people in my area who have already travelled through Rumania, or through the Ukraine, or wherever it may be. They know that their mothers and fathers are certainly not Communists nor are their brothers and sisters. As was pointed out by Mr. Macaluso, the relationships in European families goes much farther on than our own, and it should be the same in our own families. They know that their nephews or nieces are not Communists. They are top Canadian citizens, and they are not going to bring anybody over here that they are not sure of anymore than you or I would. Therefore, why not spread it out, or open it

up to this extent—and it would not be much—until you get a place in behind the Iron Curtain. Even then, it is going to be limited. Let us face those facts. It is only going to be a place where they can sign up. You are not going to find out any more, than or as much, as the parents, or the people who have gone over there and know those people. Put the onus on our Canadian citizens. Jack Roxburgh and his wife want to bring out a cousin, for example, or a niece, or a nephew. We have been over there. I am a Canadian citizen, as good as the average but no better than the average and I take part in my community activities. Why can the onus not be put on us?

For instance, if the Roxburghs want to bring somebody out, or the Kashinskys or the Kaminskys, or whoever they may be, why could it not be said “well, these people are not going to bring anybody out unless they are pretty sure of them”. Put the onus on them. There will not be that many come from there. In fact, I think only 200 or 300 came out of Russia within the last year. This has happened since the Committee went over and made contact. If even one comes out it would be worth while. When you open up a place behind the Iron Curtain you will not get as satisfactory a return as you will get from the Canadian citizen who knows these people. Why not make it easier for people, the Martinovitches, or whoever they may be, who want to bring their parents out? The U.S.S.R. has opened up its heart, if it has one—for older people coming out; there is no argument about that. Why is that not taken into consideration? Why do you have to wait to open up a place in the U.S.S.R. before you allow this to happen? Is there not a little bit of common sense in that? I have preached this very often now, and nobody seems to take that into consideration. I personally think it is the most practical thing that you could do if you really want to bring these people out from the U.S.S.R., or any place else.

• (9.40 p.m.)

The Co-Chairman Mr. Klein: I do not want to interrupt you—

Mr. Roxburgh: Well, that is all.

The Co-Chairman Mr. Klein: All right, now do you want to—

Mr. Roxburgh: But I would like an answer to my question.

Mr. Kent: I think the answer, sir, is that obviously you have made converts, because

what is proposed in the White Paper is that for the first time, we do everything within our power—there is, another side to the relationship, foreign governments—to treat relatives behind the Iron Curtain in exactly the same way as relatives of a Canadian citizen anywhere else. That is the principle we have put forward in the White Paper.

Mr. Roxburgh: You are accepting Canadian citizens of this type to sponsor them; is that it?

Mr. Kent: Yes.

Mr. Nasserden: Mr. Kent referred to some publications that are distributed in Europe—I think it was Mr. Kent or maybe it was the other gentleman—regarding our immigration policy. How many of these were distributed in the last year?

Mr. Curry: Certainly in terms of hundreds of thousands of people. Up until the last couple of years we had a rather sizeable booklet on opportunities in Canada, which was more or less a catalogue of all the callings, professions, and so on. We decided, and I think properly—with the help of experts in this field—to break this down into a large number or a series of smaller booklets describing living conditions in Canada, and business opportunities, opportunities in various trades, professions, and so on. So that a person can come into our office, or write in, and select that type of promotional material, or publicity, that he is interested in; he does not have to take something pretty massive and heavy; consequently the size of these things is much reduced, but the numbers of them that are circulated are greatly increased.

Mr. Nasserden: How do you decide where you are going to distribute them?

Mr. Curry: They are distributed in every country in which we have offices, and in the language of that country; they are prepared in at least nine or 10 languages.

Mr. Nasserden: What assistance, if any, is provided to firms, or employers, in recruiting immigrants?

Mr. Curry: A great deal; for example, if you go into our London office—and I hope equally into a number of other offices in Paris, Rome, or elsewhere—you will find employers from Canada, sometimes to the number of five or six firms in there at the same time, with our officers supplying them with the appropriate contacts—people whom they know are interested in this particular line of business, or

work—and we supply stenographic services, office space, and our officers are extremely helpful to them.

Mr. Nasserden: Is any assistance given to send a team over?

Mr. Curry: Yes, and there are teams in Europe right now.

Mr. Gray: Do they have to get any sort of clearance before the department will give assistance?

Mr. Curry: They have to check out with the manpower side of the department that the sort of person they are interested in is a person who is in short supply in this country; most frequently they are in short supply.

Mr. Kent: Or, as you know, there are occasionally problems. There was one in connection with the Douglas Aircraft Company recently, where there was an unfortunate change of circumstances. We have to take steps, of course, to know whether there are jobs available.

Mr. Gray: How long would this take you?

Mr. Curry: Sometimes just a matter of a day.

The Co-Chairman Mr. Klein: I am sorry to interrupt, but we are not going to be able to get through with this. Mr. Nasserden was asking a question.

Mr. Nasserden: I am glad to have these other questions asked; it is giving us some information, and I am not complaining about it. This paper emphasizes the need of skills of people coming to Canada. At the same time, we cannot help but admit that the skills of our own people are changing; they have to be retrained, and so on. In many cases, would it not be better to bring people who perhaps were unskilled and train them for specific jobs, rather than give the jobs to people who might not fill the bill?

Mr. Kent: As I think the Minister has said on one or two occasions, it would make no sense to be rigid about this. Certainly economic circumstances could develop in a way which would make it very desirable to do precisely that. However, at present the number of Canadians who have employment problems because they are unskilled, and for whom training is highly desirable, and who are showing a great desire to take training, now that assistance is available for that purpose—are, on the one side, enough to strain the number of teachers, the available training resources. On the other side of the picture, for

most skilled occupations we do seem to be able to recruit overseas a pretty fair supply of immigrants. Given the limitations in terms of housing and transportation and everything else, and the ability to absorb into jobs in any one year, as many as possible, in most occupations, seem to be coming forward.

Mr. Nasserden: Are our training facilities strained? Are our vocational training centres strained?

Mr. Kent: Oh, yes. They have, of course, been expanded at a very rapid rate over the past few years. But in some parts of the country there are still shortages of facilities, and certainly there is a great shortage of teachers.

Mr. Nasserden: Are you saying that these schools are turning out the number of people that they could turn out today, under the conditions that we have in Canada? Could the vocational training schools turn out twice as many as they are turning out today?

Mr. Kent: Oh, well, if teachers are available, you can improvise various measures. I suppose, that is, you could use them more intensively, and have more evening classes.

Mr. Nasserden: But is it a matter of doing that? Some of the reports that we have had from various government departments seem to indicate that we have more facilities than we need in that regard. Is that a fact?

Mr. Kent: Not in general; there may be isolated areas and particular age groups where it is true, but certainly for adult retraining we are very far from having too many facilities. The number taking training, of course, has been increasing a good deal lately because more assistance has been available to them.

Mr. Nasserden: The point I wanted to make was that I believe we could train a lot more than we are training. Facts given us from a number of sources would indicate that we could,—I am not going to take the time to list them all here today—and it may be that we could take in some unskilled people who show some aptitude to develop as good citizens. They would be much easier to get, and they would also become as good or better citizens than a person coming in who might be well trained. I think this is true in many cases because there should be some gratitude for the fact that they could not come in under those circumstances. We would also be helping to solve the problem of the nation they were leaving, where they are running the risk

of too few teachers for the training programs they have in their own countries at the present time. Thank you very much.

The Co-Chairman Mr. Klein: Senator Desruisseaux?

Senator Desruisseaux: I have some questions. However, I do not know whether you want to listen to them now, as some might be answered later.

The Co-Chairman Mr. Klein: Senator, we are dealing with one chapter, and if you are in that chapter, then I suggest that you proceed with your questions.

Senator Desruisseaux: It is mentioned, at paragraph 17, page 10, that:

Under the present Immigration Act and Regulations, there are essentially two admissible classes of immigrant:

- (a) The unsponsored, or selected, immigrant who by virtue of his education, training, skill or other special qualification has the personal attributes to establish himself and his family successfully in Canada without significant assistance from anyone else;—

Do we have the definition of skill, as such? What do you truthfully call skill?

Mr. Kent: What we do in the definition of skilled occupation is follow the Standard International Classification that Mr. Beasley referred to a little while ago, which is produced by the International Labour Office.

Senator Desruisseaux: Does that apply the same way to every immigrant from any country?

Mr. Kent: As far as human capacity allows, yes.

Senator Desruisseaux: Who passes judgment?

Mr. Kent: The individual immigration officer, working with his instructions.

Senator Desruisseaux: With reference to regulations, how about contract labour? Is contract labour from outside being made available in Canada? I refer to contract of time? Is that working against the immigrants now in any way?

Mr. Kent: There is no admission of immigrants on a basis of contract labour. There have occasionally been special schemes; for example, the one this summer that was introduced in an attempt to help the farmers in

southwestern Ontario whereby temporary admission was given to Jamaican workers whom they wished to employ for the seasonal labour in harvesting and in canning; but not otherwise.

Senator Desruisseaux: In the mining industry also? It was reported many months ago that there was a possibility of miners coming over on a contract basis for various lengths of time, on a time limit.

Mr. Kent: No; there have been no schemes of that kind, but there have been proposals, I think, but none that has actually come to us.

Senator Desruisseaux: Do you have a quota system, with reference to your regulations?

Mr. Kent: No, not at all.

Senator Desruisseaux: It is hard to mention individual cases, but last summer there were some Lebanese people who mentioned they were set aside because they were told they could not get under the quota for Canada.

Mr. Kent: There is no such thing as a quota.

Senator Desruisseaux: May I ask whether the department varies its policy widely in connection with immigration, generally speaking? Do you campaign in one year rather than another one?

Mr. Kent: In looking for unsponsored immigrants, in order to get the most effective results for a given expenditure, there has tended to be a concentration in the areas where we know, from history, that most immigrants are likely to come from. For example, relatively less publicity effort is made in areas such as—and historically this is the most important example—France where they have tended to discourage emigration so that we have not felt able to make very much effort there because it was unwelcome to the French authorities. These are the sort of factors that are reflected.

Senator Desruisseaux: Is the policy of the department based, shall we say, on the reaction of different governments?

Mr. Kent: Yes, in part, and partly just the proven success of whether we were able to get immigrants.

Senator Desruisseaux: Would it be a fair assumption that there would be opposition from Russia or the Ukraine to emigration?

Mr. Kent: It is not easy for a Russian citizen to emigrate.

Senator Desruisseaux: In connection with the regulations mentioned in paragraph 17, I would like to know whether there is a pattern of immigrants who come here. What is the procedure in following up immigrants? He has to qualify, of course, to become a citizen, as I see here in the white paper, but is there any different procedure that he must follow—or that you have adopted—in order to report?

Mr. Kent: No, the philosophy, I think, has always, at all times, been that once anyone had been admitted to the country as an immigrant, then he was an entirely free agent in every way, and there would be no attempt to follow him up at all.

Mr. Curry: But it does work the other way if the immigrant is in difficulty, or needs help either for himself or his family, he is encouraged to come back to the immigration officers. That is the way it has been, and he will now come to the manpower officers in Canada to get that sort of help.

Senator Desruisseaux: With respect to the regulations of the Immigration Act, is there any training for patriotism, or history needed; are there any schools such as we hear of, for instance, in the United States? Do they have to go through a process of schooling of some sort to acquaint themselves with the history of the country where they reside?

Mr. Kent: The immigrant as such does not. When he applies for citizenship there are citizenship requirements, but those are not the responsibility now of our department but of the Secretary of State's department.

Senator Desruisseaux: He may stay unknown as a result of this?

Mr. Kent: Yes.

Senator Desruisseaux: May I ask what has been your experience with the regulations of other countries? Do they do the same thing as this? Do they follow the same procedure the way we do?

Mr. Kent: Mr. Beasley is probably the expert on this.

Mr. Beasley: I must disclaim being an expert, but to the best of my knowledge the procedure of immigration in most countries is somewhat like our own. They are under no duress to acquire citizenship, and no active follow up is made of their activities after they have been legally admitted for permanent residence.

Senator Desruisseaux: Does that apply to the United States?

Mr. Beasley: Yes, as far as I am aware, Senator, but I cannot speak with any great authority on the subject.

Mr. Kent: I think perhaps, Senator, in the case of the United States, there is a requirement about non-immigrants reporting on occasion—once a year I believe—but that is for people who are in the country as non-immigrants, and not for immigrants.

Mr. Beasley: They do also have in the United States an alien registration law, whereby aliens are required to register with the appropriate authorities at least annually, I believe.

Senator Desruisseaux: What are your regulations concerning languages; what is required of immigrants who enter Canada as to their knowledge of the language?

Mr. Kent: Nothing at all.

Senator Desruisseaux: There is no barrier?

Mr. Kent: No.

Senator Desruisseaux: In filing in his application to come as an immigrant to Canada—and as a possible candidate for citizenship—do you have a questionnaire that must be filled.

Mr. Kent: In applying as an immigrant, yes, but it is not a very elaborate one.

Senator Desruisseaux: Can the questionnaire be made available on demand?

Mr. Kent: Oh, certainly.

Senator Desruisseaux: Thank you. Are there separate sets of rules on the back of the questionnaire for the immigrants to follow in order to enter Canada? Is he given some rules to enter Canada?

Mr. Kent: No; I do not think there are any rules stated on the questionnaire.

Mr. Curry: This is explained to him by the officer.

Mr. Kent: When he applies, yes.

Mr. Curry: At the time he has his interview, but do you mean by rules, Senator, the amount of skill or education an immigrant may have?

Senator Desruisseaux: No, not exactly. How is the immigrant made aware of the requirements—this is what I mean—whatever they may be, to come into Canada?

• (10.00 p.m.)

Mr. Curry: The promotional material that we spoke of before, which is circulated, indicates this; and he is given a further explanation when he has his interview.

Mr. Kent: The requirements, essentially, which are covered on the form, are the very simple ones of health, and so on. Apart from that, the requirement is the evidence that he is likely to be able to—in the words of the act—establish himself—I forget the exact words—to meet the requirements of the act in being able to become self-supporting.

Senator Desruisseaux: If you will bear with me for a moment more, I will not be long. It has often been said, in the application of the immigration policy, there has been laxity in application, or severity of application of the Immigration Act more so than is necessary at the moment in Canada. What are your thoughts on that?

Mr. Kent: Well, undoubtedly, the law is, as we all recognize, a very difficult one to apply, because it involves a great many difficult decisions, and judgments on individual cases, because parliament has drawn the law fairly widely, and, therefore, left a good deal of discretion in the administration. I think it would be fair to say that over the years the department has tried to pursue as consistent a policy as is possible, within the framework of shifts in requirements of government policy from time to time.

Senator Desruisseaux: One last question in relation to paragraph 27; I may be a bit unsettled about some of the theories expressed in the immigration policy in the past. Economically speaking there are a number of views on it; some say you must restrict immigration, and some say we must enlarge immigration. In this paper there is a reference to it, but I would like to ask you, from your experience, your reaction to the economic acceptance of wholesale immigration?

Mr. Kent: The analysis of the White Paper—if one can try to sum it up briefly—I suppose is that a fairly high level of immigration is an essential expansionary strengthen-

ing force in the Canadian economy. It is impossible to define how big it should be in terms of maximum economic benefit, in terms of numbers at any one moment, because in the modern economy the ease of adaptation to employment, to getting a job, does depend a great deal on the sort of qualifications with which a man comes. In general, the more highly qualified the immigrant, the higher the proportion of well qualified immigrants, then, of course, the greater the total number that the economy will be able easily to absorb into productive employment.

The Co-Chairman Mr. Klein: Gentlemen, before we adjourn, there has been a suggestion that it might be an idea to bring before this Committee or invite to this Committee the Canadian Medical Association in order to ascertain from them if they can help us discuss the question of the admissibility of doctors to the various medical associations throughout Canada. If that would meet with the approval of the Committee, we will send that invitation forward. I assume, of course, that we have the authority.

Gentlemen, we will commence chapter 3 of the White Paper at the next session.

Mr. Macaluso: I would suggest that perhaps before we commence chapter 3 with the department officials that we consider calling the economic authorities—and I gather that is the Economic Council of Canada—before we call back the department officials. There are many questions, which many of us have not asked, I think, because of that.

The Co-Chairman Mr. Klein: We will call a meeting of the steering committee to take up that question; in the meantime the meeting is adjourned until the call of the Chair.

Mr. Nasserden: Mr. Chairman, before we adjourn, I just want to say that I have another line of questioning, and I hope that we will be given an opportunity at some time to discuss how immigration officers are chosen, and what is the remuneration paid them.

The Co-Chairman Mr. Klein: Hon. members you will be notified of the next meeting.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

Copies and complete sets are available to the public by subscription to the Queen's Printer. Cost varies according to Committees.

Translated by the General Bureau for Translation, Secretary of State.

LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
1966

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON

IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

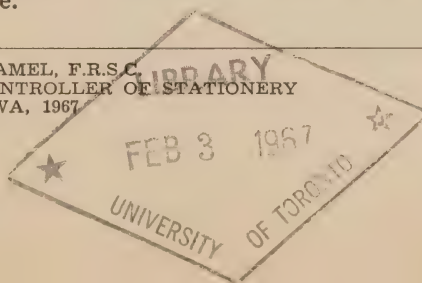
No. 3

TUESDAY, DECEMBER 6, 1966

WITNESSES:

Dr. J. J. Deutsch, President of the Economic Council of Canada and
From the Department of Manpower and Immigration: Messrs. Tom
Kent, Deputy Minister, Jack Francis, Director of Research Branch,
Programme Development Service.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967



MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

Baird	Fournier (<i>Madawaska- Restigouche</i>)	Macnaughton
Cameron	Hastings	Nichol
Croll	Hnatyshyn	Pearson
Desruisseaux		Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken	Mr. Enns	Mr. Pelletier
Mr. Badanai	*Mr. Fawcett	Mr. Prud'homme
Mr. Baldwin	Mr. Haidasz	Mr. Régimbal
Mr. Bell (<i>Carleton</i>)	Mr. Laprise	Mr. Roxburgh
Mr. Blouin	Mr. Macaluso	Mr. Ryan
Mr. Crossman	Mr. Munro	Mr. Skoreyko
Mr. Deachman	Mr. Nasserden	Mr. Watson (<i>Châteauguay- Huntingdon-Laprairie</i>)
Mr. Dinsdale	Mr. Orlikow	

Maxime Guitard,

Clerk of the Special Joint Committee.

*Replaced Mr. Brewin on November 30, 1966.

ORDER OF REFERENCE

WEDNESDAY, November 30, 1966

Ordered,—That the name of Mr. Fawcett be substituted for that of Mr. Brewin on the Special Joint Committee on Immigration.

Attest.

Léon-J. Raymond,
The Clerk of the House of Commons

MINUTES OF PROCEEDINGS

TUESDAY, December 6, 1966
(6)

The Special Joint Committee of the Senate and of the House of Commons on Immigration met at 3.40 o'clock p.m. this day. The Chairman of the House of Commons' section, Mr. Klein, presiding.

Members present:

Representing the Senate: Honourable Senators: Nichol, Pearson (2).

Representing the House of Commons: Messrs. Deachman, Dinsdale, Enns, Fawcett, Haidasz, Klein, Macaluso, Orlikow, Régimbal, Roxburgh, Ryan (12).

Also present: Mr. Gray, M.P.

In attendance: Dr. J. J. Deutsch, President of the Economic Council of Canada.

The Chairman opened the meeting and invited Dr. Deutsch to make a statement before being questioned thereon.

Then the Committee interrupted its examination of the witness in order to proceed to routine business.

Thereupon, on motion of Mr. Munro, seconded by Mr. Ryan, it was

Resolved unanimously,—That the Clerk of the Committee invite the different National Organizations that wish to make written representations, to do so on or before January 30, 1967, if possible.

Also on motion of Mr. Roxburgh, seconded by Mr. Haidasz, it was

Resolved unanimously,—That the scheduling of the future meetings be left to the discretion of the Joint Chairmen of the Committee. The Committee decided unanimously that a Press conference be held in order to let the country know that a Special Joint Committee is studying the White Paper on Immigration.

Then the Committee resumed its examination of the witness.

The examination of the witness being completed, the Chairman thanked Dr. Deutsch who retired.

At 5.45 o'clock p.m., the Committee adjourned until 8.00 o'clock this evening.

EVENING SITTING

(7)

A meeting of the Special Joint Committee of the Senate and of the House of Commons on Immigration was called for 8.25 o'clock this evening.

The Chairman of the House of Commons' section, Mr. Klein, was in the Chair.

Members present:

Representing the Senate: Honourable Senator Pearson.

Representing the House of Commons: Messrs. Fawcett, Haidasz, Klein, Munro, Roxburgh, Ryan (6).

Also present: Mr. Gray, M.P.

In attendance: Messrs. Tom Kent, Deputy Minister of Manpower and Immigration; Jack Francis, Director of Research Branch, Programme Development Service.

The Chairman invited Mr. Tom Kent to make a statement before being questioned thereon, he was accompanied by Mr. Francis.

Mr. Francis distributed some documents to the Members of the Committee.

The examination of the witnesses being completed, the Chairman thanked Messrs. Kent and Francis who withdrew.

At 9.55 p.m., the Committee adjourned to the call of the Chair.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, December 6, 1966.

• (3.35 p.m.)

The Co-Chairman Mr. Klein: Gentlemen, we have the honour of having with us today Dr. J. J. Deutsch, the president of the Economic council of Canada. He has been invited here to answer some of the questions which members may have on the subject under consideration. I am very pleased at this stage to ask Dr. Deutsch if he would be good enough to make an opening statement.

Dr. John J. Deutsch (President, Economic Council of Canada): Mr. Chairman and members of the Committee, as you say, I have been invited to come here today to try and answer any questions you may have on matters that you are considering. I believe the thought was that the Economic Council of Canada has made a number of studies about the Canadian manpower situation. The results of these studies may have some bearing on the work you are doing in this Committee. If they do, I am at your disposal, and I will try to answer your questions.

The council since the beginning of its work in 1963, has had a great interest in Canadian manpower problems. The council's terms of reference include a study on how we can achieve full employment in this country, lack of economic growth and so on. Because these matters have an enormous bearing on manpower, the council has from the beginning done quite a lot of work on this very important subject. We have studied past trends in the use of manpower in Canada; we also have tried to look into the future to see what our needs are likely to be in the future for manpower in Canada. We have made some special surveys of the various kinds of manpower that are likely to be needed in Canada. We have also studied the rates of growth in employment that will be needed; the different levels of skill that will be required and so on. We then have considered the type of policies and programs that are needed to make sure that we will have the resources which will be needed in the future.

In particular, we have made a study of manpower planning in industry, the tends

that are operating in industry at the present time and what industry foresees regarding its own needs. We have made a study of postwar immigration into Canada, particularly professional skilled manpower, which was a very detailed study. We have made a study of internal migration in Canada, which complements our study of immigration. We have made a study of the population and labour force projections to 1970, which indicates the growth of our manpower and labour force over this period. We then have tried to relate all this information to the way in which the Canadian economy is likely to develop in the next 6 or 7 years. We have discussed in council and dealt with the question of the kind of programs we need to provide the adequate amount of mobility and training, the services that we need in terms of counselling, the information we need regarding specific requirements of industry and also the specific needs of the different kinds of skills in our population. As a basic background to this the council has very specific recommendations to make about how we implement a manpower program in this country in the years ahead.

As you recall, in our first and second reviews, the council recommended a very great improvement in our manpower policies and manpower programs. As a result of this, as you know, the government has in fact established a department, the Department of Manpower and Immigration, whose basic responsibility is to develop these programs in an adequate way for our future requirements. This is in line with the basic recommendations that the council has made in its various reports. These recommendations, in turn, flowed out of a number of intensive studies which the council has made of our needs and our requirements in the future.

Mr. Chairman, I am here to answer any questions that the members may have that I might be able to answer as a result of these studies that have been made.

The Chairman: Thank you, Dr. Deutsch.

Mr. Deachman: Mr. Chairman, I am anxious to know if these manpower studies are being used by the Department of Manpower

and Immigration to establish targets for governing the flow of immigration into Canada and for seeking immigrants within desirable categories?

Mr. Deutsch: I suppose the members of the department would have to answer your question. It is my understanding that they are. I have heard that members of the department use this material with respect to the plans they have, the development of their staff and everything else. I have first hand information that they had this material very much in mind when developing their whole program, not only domestic manpower but manpower on the whole including immigration and so forth.

Mr. Deachman: Dr. Deutsch, have there been consultations between yourself and the department in regard to the establishment of targets for immigration?

Mr. Deutsch: Do you mean in terms of numbers and things of this kind?

Mr. Deachman: Yes, and in relation to the need as you see it from your own economic studies.

• (3.45 p.m.)

Mr. Deutsch: We have not ourselves come out and said you need this number or this kind of person and so on. Although we have not discussed this in detail with the department we have discussed with it the basic principles, the general trends and the general nature of our requirements. However, we have not set down any specific numbers.

Mr. Deachman: Sir, in the course of publishing your study you have been very specific about some things. For example, you have been very specific about the number of people in Canada that would be coming into the employment stream in the years ahead and the necessity for providing jobs for these Canadians.

Mr. Deutsch: Yes.

Mr. Deachman: You also have been very specific about the need for education and the training of these Canadians if they were to enter into the modern job stream. As immigration definitely forms a part of this job stream how do you view the number of immigrants, the ages of those immigrants, and their adaptability to be trained and to take part in the Canadian economy in relation to the total projections which you have made in this field?

Mr. Deutsch: You are right. We have made projections of the number of Canadians who

will be looking for jobs until 1970. We did this in our first annual review, when we took a look ahead to see how our labour force would grow over this period. We then indicated that the labour force would grow from about 6.7 million to about 8.1 million, which is about 1.5 million or 1.6 million over this period. This included all the young people who would be coming forward during this period into the Canadian labour force. This was a very large increase. We allowed a certain amount for immigration; the particular figure that we used in the first annual review was 125,000. Out of the 125,000 there would be about 50,000 who would be going into the labour force. The labour force figure then includes an immigration figure of that size. This was not a prediction nor even a forecast; we simply made an allowance of roughly this number. That did not mean that we said this was the right number; this was simply the best guess we could make of what would be a reasonable allowance for it at that time. This did not concern us very much because even if the figure was 50,000 more or 50,000 less it would not have a very great effect on our over-all figure. It did not matter that much. We simply allowed this round number as a figure. This figure was quite a lot larger than had been the case in the previous five years. Therefore, we anticipated that this period between now and 1970 would have in it a larger figure for immigration than we had had in the previous five years. This was our expectation.

I should say in this connection that the growth in the labour force in Canada over this period was extraordinarily large. This is one of the features of our first review. We pointed out that Canada was on the verge of a situation in which our labour force would be growing at an extraordinarily rapid rate. This rate of growth is not only extraordinary in relation to our history but also in relation to the situation of every other advanced industrial country in the world. For instance, this rate of growth is about 50 per cent faster than the United States in this period, and it is many times faster than the growth of most of the industrial countries of western Europe. This is because of the particular way our birth rate developed during and after the war. There was a tremendous increase in the birth rate in the period immediately after the war, and between now and 1970 this crop of babies, which is an extraordinarily large one, will be coming into the labour force. This is the enormously important aspect of our whole situation in Canada as far as the future growth

and development is concerned. This would require a very rapid growth in our economy. The council emphasized in its first review that with this kind of growth in the labour force we would have to have a very rapid growth in the Canadian economy to provide an adequate number of jobs. In this connection the council pointed out that in order to get this growth we would need to have an adequate supply of skilled manpower. It is likely, too, in this period where this rapid growth must take place, the increases required in the skilled categories would be much more rapid than for the working population as a whole, and that we would likely face severe scarcities in the whole category of professional and skilled manpower. We emphasized very strongly back in 1964, when this first review was published, that we would probably encounter very severe shortages of skilled, professional manpower, and that it is very important that we make proper preparations to deal with these shortages, otherwise we would have bottlenecks and difficulties in achieving the rate of economic growth that we need. Since that time, of course, years have gone by, we have had a very rapid economic growth but we have also encountered just what we had predicted that we would have, very severe shortages in the field of skilled, professional manpower. In this connection the council also suggested, in spite of the fact that we have a very large increase in our own working population, that we would have to draw manpower from abroad if we are going to look after our needs of skilled manpower, and that in spite of the fact that we had a very rapid increase in our own labour force we would, nevertheless, have to bring in substantial numbers of skilled people—and even though we could make all possible progress in increasing our own training facilities and our own educational facilities, they would probably not be sufficient no matter how successful we might be in this area. In fact, this is what has happened.

At the present time we have reached a very high level of economic growth and expansion but we are indeed confronted within continuing severe shortages of skilled and professional manpower. What is more significant is that this shortage is worldwide. It is not only true of Canada, it is true of all advanced industrial countries. We are competing in this area for this type of manpower.

Mr. Deachman, I have taken quite a long time to answer your question but the work we have done is relevant to the question you asked.

• (3.55 p.m.)

Mr. Roxburgh: You were speaking of the internal migration of workers. Have you found where there is a surplus, if there is a surplus, of skilled agricultural workers in Canada? If so, where are they located?

Mr. Deutsch: Skilled agricultural workers?

Mr. Roxburgh: I have been given to understand by the Department of Manpower and Immigration that an agricultural worker is a skilled worker. The trouble seems to have been that they are not classed as skilled workers. I am afraid, unless you have had previous experience yourself, that if we put you on a farm you might find it just a little different. I think agricultural workers should be called skilled workers. We in the agricultural areas are having a very hard time getting workers, whether it is in western Canada, the fruit belt or the tobacco belt and we are interested in knowing where these people are located. You said you have internal migration. Can you tell me if there is any section in Canada where a surplus of agricultural workers can be found, and what is being done about it.

Mr. Deutsch: Sir, the agriculture industry has been an enormously important industry from many points of view because of the way things have developed in the postwar period and are developing now. In the first place, an enormous number of people have left agriculture since the war, and they have provided a great deal of the manpower that our expanding economy has used. Something like 8 per cent of our total labour force works in agriculture. That is a very small figure. Even this year there is still a movement away from agriculture—even though we have come down to this low figure. You are saying there is a shortage of workers in some places?

Mr. Roxburgh: Yes, quite definitely.

Mr. Deutsch: Quite definitely. As we said in our third review, the world food picture has changed and we must be concerned once more with seeing that there are adequate resources in agriculture to provide the food we need. Having said that, there are two conflicting trends here. On the one hand, there is continued movement off the farms and, on the other hand, there is a new concern about making sure that we have enough people on the farms to produce the feed we need. So we have both these conflicting things. The difficulty here is that in spite of the relatively small proportion in agriculture—

Mr. Roxburgh: What would the number of actual workers be? Eight per cent would be a lot of people.

Mr. Deutsch: Roughly speaking, around half a million to 600,000. The difficulty is that there are still quite a few people on the farms who are not able for one reason or another to achieve a good standard of living while, on the other hand, we have a shortage of workers on other farms where the main commercial production takes place. Even though we have some 8 per cent now on the farms—I forget the exact figure—something like 30 per cent of them or one third produce about 70 per cent of the total commercial output. There is still a large number that produce a relatively small part of the total commercial output.

Mr. Roxburgh: That is quite right.

Mr. Deutsch: The result is that we have in one sense people not effectively employed in agriculture and in another we have a shortage of workers. The real problem is converting many of the people now in agriculture into a situation where they are more productive and, therefore, able to produce a larger amount of output. This is one of our most serious problems. Do you see what I am getting at? There is not an over-all shortage of people in agriculture but too many of them are engaged in small farms, marginal farms, self-sufficient farms or inadequate farms where they are not able to make good use of their labour, and this is a real problem.

Mr. Roxburgh: Doctor, that may be all right but the fact still remains that there is quite a shortage. This year, for the first time, the immigration department allowed workers from the West Indies and other areas. The answer that we run up against from manpower and immigration—mostly from manpower—is that we have these workers in Canada. But if they are in Canada and we cannot have them they are not much help to us. It does not matter whether they are on a little farm down east or somewhere else. Do you not think that a more open and more generous immigration policy is needed so that farm workers can come into the areas where they are needed? You do not find any of those farm workers who have come in in the bread line, and there is no argument about that. All we people in agriculture hear are cries for industrial workers, skilled labour and so on. Granted, we are moving ahead and these people are required, but I am afraid that in the over-all policy the agricultural worker is forgotten. With the situation that is facing the

world today we have to give just a little bit more attention to the agricultural workers. Do you not think that in the work that you have done, which is highly commendable—and do not get me wrong—that somehow you somewhat overlooked the agricultural worker?

Mr. Deutsch: We hope not. We have been very interested in the significant factors that are present in the agricultural industry. We have been concerned too with the welfare of the agricultural industry and in making sure that we get enough food produced. However, we are also concerned that this should be done in a way which will provide a satisfactory living to the people who do it. Even to make in agriculture an adequate level of income it has become necessary to be very skilled. It is the skilled farmers who are the most successful and they are the ones who produce the most food. There is enormous room for training—our agricultural work force—to increase their skills and their knowledge and to help them do this. This is a very important part of the business of producing an adequate amount of food in a way which will give the farmer a reasonable return. Of course you can bring in great number of people who are not very skilled and put them on land but they will make a very poor living. This can be done. We still have quite a number of them in this position in this country. A very positive way to combat this is to help them improve the productivity and efficiency of their operations both by training them and giving them adequate facilities to do so. That is one way of increasing our output. I realize that this does not take care of the whole question. There is still a need for seasonal labour particularly as well as a need for certain kinds of workers, and I think it is the job of manpower policy to try and provide this as it is needed. It may be that at times the best way of doing it is by immigration for short or longer terms. However this is only part of the solution, we must try to make it possible for many Canadian farmers today to make a better living out of agriculture by enabling them to improve their productivity and their efficiency. That is one way we will get an enormous increase in our food production. It is not as simple as bringing in a lot of workers without the proper equipment, without the proper training and without the proper facilities. I am afraid that would not do very much.

• (4.05 p.m.)

Mr. Roxburgh: I have just this one further comment. I would like to point out, and I feel sure you must know, that the number of people who are going into agriculture on their own is practically nil. The men and women we are talking about that are coming from Europe are going to be already successful agriculturists, not the little farmer who is just making a living as a way of life and we all know that something has to be done there. The immigrants we want right now in my territory—and I know I speak for western Canada in this as well and other areas—are not immigrants to break new land and take up farms but immigrants to help those already successful farmers who are now getting old and, as you have stated, whose sons have left and have gone to the city.

We were talking about our skilled labour, about trained and skilled people coming from Europe. A moment ago you said that boys and girls were leaving the farms for industry. They were not skilled industrial workers; they had to learn. Maybe we are asking too much of these immigrants when we need help because these young men and women who have left the farm have no more skill in industry than I or anyone else have.

Mr. Deutsch: May of them have, sir. Many of them are quite well educated.

Mr. Roxburgh: Well educated, but not from the industrial angle. I only hope that when you go into this a little deeper you will not forget the agricultural worker.

Mr. Deutsch: No, sir. I do not want to give the impression in any way, sir, that the manpower problems of agriculture are all solved; they are not. There are extremely important and very difficult problems to solve and we are going to discuss them. There is the problem of many farmers being unable to make an adequate living, and this is one of our big problems. Help for commercial agriculture is an important aspect of manpower policy and it should be provided. I happen to come from a farm myself so I speak with a little knowledge. As we all know, in the levels of skill required in commercial agriculture are also rising. In supplying the manpower requirements of successful agriculture in the future—not these self-sufficient farms—requires a high degree of mechanization as well as increasingly skilled people. If you are going to serve that industry adequately you must also have regard to the rising degree of skill required. Certainly, you can bring in great numbers of people and make them more or less

self-sufficient. However this will become less and less effective in producing the food we need because even the production of food and agricultural products, if you are to be successful, is becoming an increasingly skilled business.

Mr. Roxburgh: I agree with you. Thank you.

The Co-Chairman Mr. Klein: Dr. Deutsch, may I ask you this question. Does not increased productivity created by the skilled person also create the need for unskilled labour?

Mr. Deutsch: Less and less so, sir. We have studied both past and future trends. There is an increasing proportion of our whole labour force going into the skilled and professional categories. This trend is very strong. All our studies indicate that the numbers of people required in the unskilled categories is a declining factor.

The Co-Chairman Mr. Klein: Is there any ratio?

Mr. Deutsch: We made a case study of the various categories of workers in 17 large companies which employed approximately 300,000 workers. We had a mixed group of companies: manufacturers, mining companies, distributing companies, finance companies, a rather broad group. These are the percentage rates of increase in categories—and this between 1965 and 1970: university graduates, 46 per cent; post high school technological institutes, 42 per cent; high school, 37 per cent; non-high school—and note this—a reduction of 8 per cent in what they wanted to employ in this period. This is below the existing level of their employment. In other words, they want to convert many of their existing employees who do not have a high school education into high school graduates. They do not want to increase their employment; they want to substitute. As I say, this is not a complete sample; it happens to be a selection of 17 large companies. We asked them for a forecast of their requirements in these different categories and this is what they told us they would like to have. I must emphasize it is what they would like to have. Of course, if they cannot have them then they cannot have them. Of course they like to have the best, and this has to be kept in mind. This was their statement of preferences. It is also an indication of the kind of underlying requirement that is present. There is a very strong shift in our society today toward increasing levels of skills. There is no question about this.

• (4.15 p.m.)

Mr. Macaluso: Doctor, what is your definition of a skilled occupation?

Mr. Deutsch: One that requires some formal training or experience. There is no hard and fast rule. All we are talking about here is some formal training or a certain type of experience that enables the job to be done satisfactorily. In many cases skills can be learned on the job.

Mr. Macaluso: That is the point I was getting at. Thank you.

Senator Pearson: After listening to the doctor's figures on skilled workers and so on, and noting the phrase in Chapter III, Clause 41, of the White Paper, "Our complex, urbanised, affluent economy." It seems to me that the council you are chairman of, sir, and the immigration department are thinking only of urban needs and not the needs of the rest of the country. People are needed in farming; people are needed in mining; people are needed in forestry; people are needed in fisheries and these industries do not seem to be getting the attention that they should in this report.

Mr. Deutsch: Sir, I think all these industries you mentioned are very important industries in Canada.

Senator Pearson: They are most essential.

Mr. Deutsch: I agree that they are most essential. Their needs should be considered as well as any other industry, and properly considered. But the studies we and other people in this country have made on future needs of manpower in all the primary industries indicate that there is not going to be a significant increase in the working force of those industries. None of the projections and none of the trends indicate this. Mind you, this does not take care of the problem because even in the primary industries there is a change taking place in the kind of workers they need. They are requiring more and more highly trained and highly skilled people, even in those industries—and it is in these categories that very often the shortage exists. I realize that there will be a shortage in quite unskilled categories at any particular time. I think this may be true to some extent now. However, the numbers of these unskilled people that are needed even in the primary industries is going to decline in the future. This is indicated by the studies that we have made and the trend that we have observed. But that does not mean that the manpower problems will be solved for these industries because there are many other problems. They are often remote

problems; they often have special difficulties, and very special attention will have to be given to their manpower problems. I have every reason to feel that this is very important. Even here the trends are in the other direction. I do not want to imply that we will never have any problems of unskilled labour even in those categories because it may very well be. I think the manpower authorities will have to see what they can do to help with this. These people are available in Canada. There is a job of matching those people with the jobs. There are still areas in Canada where levels of employment are not as high as they should be. There is still room for matching people with jobs. This is a job for the manpower people. If they cannot find the people in Canada they will have to assess the desirability of getting them elsewhere—and that would be the reasonable thing to do. Frankly the numbers required in the distant future in the unskilled categories is not likely to grow; I believe it is likely to decline.

Mr. Haidasz: Dr. Deutsch what are the prospects for Canada in international trade in the world market? Is it going to become more difficult or less difficult for Canada to sell its products throughout the world?

Mr. Deutsch: Dr. Haidasz, naturally we have been interested in that subject. You will find in our third review a full chapter on world environment and how it affects Canada, and we draw certain conclusions. I think we in the council have come to the conclusion that Canada's world environment looks favourable. Things are happening around the world. Growth of population is very rapid now. The growth of the industrial countries with which we mainly trade is very rapid and there is every indication that those countries, which are our chief customers will continue to grow rapidly. These circumstances are all favourable to Canada, and there is no reason we should not be able to participate in this favourable environment. The important thing is that we must run our own affairs in such a way that we are able to take advantage of this environment. We must keep ourselves competitive and keep our productivity rising so that we are competitive. We must keep ourselves efficient and, if we are, then we will be able to take advantage of the opportunities that will come. If we are not efficient, if we are not productive, then we will have trouble. It is as simple as that.

The Co-Chairman Mr. Klein: Doctor, do we not want more domestic consumers?

Mr. Deutsch: Yes.

Mr. Haidasz: What do you think of Canada's goal as far as domestic markets are concerned?

Mr. Deutsch: This is very interesting. In the last 20 years world trade almost everywhere has grown faster than the domestic markets, not only in Canada but in Europe and everywhere else. This has been one of the interesting features of the postwar world.

Mr. Haidasz: Is that also true of the United States?

Mr. Deutsch: Yes, it is true of most of the industrial countries that world trade has grown faster than domestic production.

Mr. Haidasz: What should be the government's policy in view of your statement vis-à-vis the domestic market.

Mr. Deutsch: I do not draw any particular implication. I am merely stating a fact. The domestic market, of course, is important. It is a larger market than the export market. The trends are that world trade is growing faster than domestic production; that is true of practically all of the industrial countries, and it will probably continue. This is due to many things. It is because of changing technology; communication is getting cheaper and faster, and it is only logical that interchange will then increase between countries—and this is what is happening. The advantages of large scale specialized production are increasing and, therefore, you tend to trade more because the advantages of specialization are increasing. This makes for more trade. This is the basic underlying trend. If we want to maintain a rapid rate of economic growth in this country then we will have to participate in these trends. This is the way we attain it. I would expect that for some time our export trade will probably grow faster than our domestic production.

Mr. Haidasz: Dr. Deutsch, should the Canadian government take means to strengthen our domestic market for the future.

Mr. Deutsch: I think the best way to strengthen it is to have an adequate rate of economic growth and an adequate rate of increase in production.

The Co-Chairman Mr. Klein: Do we, therefore, have an absorptive capacity for immigration? Do we reach a point where we cannot absorb more than a certain number of immigrants?

• (4.25 p.m.)

Mr. Deutsch: Well that question raises many matters. I would not say that there is any arbitrary limit in this respect. That depends on the social, political and economic policy and what you want to do. This country is still a country of vast open spaces and it has vast amounts of unused resources.

The Co-Chairman Mr. Klein: Do you think that you can endanger the economy of the country by an excessive immigration policy?

Mr. Deutsch: No; it depends on what you want to do. Naturally, we want to bring them in so they can earn a livelihood and take part in our economic and social life. However, they have to be provided with equipment, housing and social capital and the more you bring in the more you must be in a position to provide these things. It may be that you will find you require a great amount of capital to provide these things. You can obtain that capital either by the existing population saving more or you can raise it by borrowing it from abroad. You also have the problem of very rapid growth in your cities and towns. This involves administrative problems so we must be prepared to deal with them. How far do you want to go in these things. This is a matter of choice.

The Co-Chairman Mr. Klein: Would you consider an immigrant an asset or a liability to a country?

Mr. Deutsch: A human being is certainly always an asset in our country. You have to decide how fast you want to expand your capital facilities and how far you want to go to meet the problems that arise. You cannot bring immigrants to this country and simply set them down somewhere without any tools, housing, or equipment. This was easier to do in the middle of the 19th century when they were put on homesteads. But nowadays when free land has largely disappeared if not entirely, when immigrants come they have to get jobs in industry, for which they need capital, facilities, equipment, housing, social capital. How fast can you provide this?

The Co-Chairman Mr. Klein: You do not have a projection on that?

Mr. Deutsch: If you have a certain number it will involve so much and if you have more it will involve that much more. The real problem is how fast you can provide these essential requirements and how fast you want to. There is no arbitrary answer to that question.

Mr. Haidasz: Mr. Chairman, has the Economic Council of Canada not made special

studies to find out what the rate of immigration to Canada should be each year in order to achieve these goals of higher productivity?

Mr. Deutsch: No; we have not tried to set any targets for immigration.

Mr. Haidasz: You have never made any studies as far Canada's economic growth is concerned as it relates to immigrants.

Mr. Deutsch: No. There is no particular reason that we should.

Mr. Haidasz: So immigrants are not important in your findings?

Mr. Deutsch: Oh, no, I did not say that. I said quite the opposite awhile ago; I said they were very important.

Mr. Haidasz: I was here.

Mr. Deutsch: I did not say that at all. I spoke of immigration, particularly in relation to our manpower needs, quite apart from numbers. You can pick any number you like; I said there is no arbitrary number. If you choose a certain number you can carry it through if you want to.

Mr. Macaluso: It depends on government policy.

Mr. Deutsch: It depends on government policy on social matters and in many other fields. We do say that with the kind of growth we need we will certainly need categories of skilled manpower which we are not be able to find within our own country. We will have to have access to foreign supplies of skilled manpower in order to meet our requirements. We already have said this.

Mr. Haidasz: As far as the categories of skilled manpower is concerned, has the council made any study of what specific professional men or skilled manpower is needed in Canada this year, next year or within the next 10 years?

Mr. Deutsch: We have only in broad categories, yes, but not in detail. That is all that is significant from our point of view. The specific details is the responsibility of the manpower authorities to work out. We must be careful to avoid a duplication of work. We are concerned with basic policy; that is what we were asked to advise on and that is what we have done. There are operational departments for the detailed application of it. We do not try to duplicate their work.

The Co-Chairman Mr. Klein: Will you permit me to put one more question before I call on Mr. Gray? As I understand it, doctor, sta-

tistically for all intents and purposes, we are at practically full employment of manpower.

Mr. Deutsch: Yes, we are very close to it.

The Co-Chairman Mr. Klein: That would mean that every immigrant who has come in the last 20 years has been fully absorbed.

Mr. Deutsch: By and large, yes. That does not mean every last person but by and large the immigrants who have come to Canada since the war are productively employed.

Mr. Gray: Dr. Deutsch, first of all, I think it should be mentioned for your own self-protection that you actually are something of a farm boy because of your background.

Mr. Deutsch: Yes, I was raised on a farm.

Mr. Gray: I thought that this should be put on the record so that your comments with regard to farming would have the full weight that they deserve to have.

Doctor Deutsch, I was very interested, in your comments about the implications of the survey of 17 large companies. You said that the answers the companies gave you about their needs indicated what they would like to have rather than what they actually needed. I presume what you are driving at is that if you asked a manager whether he would like to have all his janitors with college degrees he would reply that he would.

Mr. Deutsch: No, he would not. If he was a sensible manager he would not say that.

Mr. Gray: There is something though, as you yourself have indicated, that when management refers to its needs perhaps it puts some emphasis on the maximum levels.

Mr. Deutsch: The question was, if they could get it is what would they like to have? This is the only way the question can be put because this gives an indication of what is required. If they cannot get it they will of course do something else, but that will not be as good as they would like to have it—and that has an effect on productivity, efficiency and so on. This was the point of the exercise.

Mr. Gray: But, it does not have any direct relationship to need.

Mr. Deutsch: What is need? Need depends on what you have to make do with, if you cannot improve it. What we wanted to find out was what kind of skills they needed in order to run their affairs the way they would like to run them and to have the efficiency and productivity they would like to have.

That is what we were trying to get at. Of course, if they cannot get it, they may have to do with less and they may have less efficiency and less productivity. That is not as desirable as it should be.

Mr. Gray: But not necessarily?

• (4.35 p.m.)

Mr. Deutsch: There are very few things that are necessary. Heavens, we might get along with a lot of things we do not need.

Mr. Gray: The reason I was interested in this comment that you made is that it seemed to be similar to some of the comments made by Herbert A. Simon who is described as Richard King Mellon, Professor of Computer Sciences and Psychology at the Graduate School of Industrial Administration at the Carnegie Institute of Technology in Pittsburgh. He apparently gave some lectures at the University of Toronto which were reprinted in the October 1966 commercial letter of the Canadian Imperial Bank of Commerce.

Mr. Deutsch: Yes, I know about that.

Mr. Gray: I do not know if you have had a chance to look at these remarks. On page 10 he says:

The rising average educational level of the labor force is often taken as evidence for the future unemployability of the unskilled, as is the strong correlation between educational levels and low-high unemployment rates. This diagnosis almost certainly confuses cause and effect. To understand trends in labor markets, we must understand the supply situation as well as the demand situation. The educational attainments demanded of job applicants depend as much on the supply of candidates with various amounts of schooling as upon the skill requirements of the job.

Mr. Deutsch: I quite agree with all that, but I did not say anything about the employability of unskilled people or anything of this kind. I quite agree with his remarks. Those things must not be confused. We are talking about the trend of job requirements as people would like to have them in order to carry out their activities in the most effective and most productive way. It is in this connection that the skilled levels are rising. That does not say that people are unemployable. I did not say anything about that. You can still employ people even though they do not have the required skills, but they will then produce a

lower output—and this is another question altogether.

Mr. Gray: There is another excerpt from Professor Simon's remarks that I would like to bring to your attention; He says:

At the risk of disloyalty to my profession,—

I gather his profession is a university professor.

—however, I am constrained to say that it is easy to exaggerate the vocational or professional value of what is taught in schools, and especially universities, except possibly in some very specific professional curricula (and probably only for small fragments of these). "Education" is such an obviously good thing that we over-estimate the skill requirements of most jobs and the time required to obtain those skills on the job.

Mr. Deutsch: This may be true. I do not argue with that at all. There may be better ways of training and educating. We may be spending too much time doing certain kinds of training.

Mr. Gray: Training in schools?

Mr. Deutsch: Maybe. I am not discussing that question.

Mr. Gray: Dr. Deutsch, in reviewing the various reports of your council over the last three years I was struck by one recurring theme—or at least what I took to be a recurring theme—and that is the lack of statistics in certain areas, particularly in the area of manpower and labour force. Am I correct in saying that I picked up a theme?

Mr. Deutsch: Yes, that is quite right, sir.

Mr. Gray: It has been repeated in each of your reports. I noticed that when you appeared before the Senate-Commons prices committee, judging by a report in the *Globe and Mail* on November 25, you, in effect, picked up the theme again. I note particularly in your most recent report at page 187 a section headed: "The Need for New and Better Statistics." You say:

Private and public decision-making and economic research alike depend on the availability of good economic statistics.

In the absence of such statistics would it not be rather dangerous, if not difficult, to try and put forward far-ranging changes in social policies until you have the information to justify or support such changes?

Mr. Deutsch: It depends upon what areas you are talking about. We have a lot of good statistics. I am talking about the things we do not have. Although there are some deficiencies that we would like to see remedied, we also have a great deal of information and statistics which enable us to say quite a few things.

Mr. Gray: What about immigration specifically?

Mr. Deutsch: What do you mean?

Mr. Gray: What happens to immigrants?

Mr. Deutsch: Do you mean what happens to them and so on?

Mr. Gray: Who they are when they come in; what happens to them, and how they have adjusted.

Mr. Deutsch: I do not know if there is any follow-up on what happens to them when they come in, although we have a census every 10 years and we get pretty detailed information. We can do a follow-up in that way.

Mr. Gray: Let us assume that statistics are not available.

Mr. Deutsch: Assume they are not available?

Mr. Gray: Yes.

Mr. Deutsch: On what?

Mr. Gray: With respect to aspects related to immigration, their skill levels when they enter, how they have been absorbed and so on.

Mr. Deutsch: I think there is a certain amount of information on who they are when they come in, what skills they have and so on.

Mr. Gray: Are you aware of the fact that officials from the department at our last meeting indicated, as I understood it, that if information was not missing it was severely limited. I think I am putting what they said rather fairly.

Mr. Deutsch: With respect to when they come in?

Mr. Gray: After they come in.

Mr. Deutsch: Well, that may be so. I am not aware of any statistics being kept of individuals after they come in with respect to what happens to them except what we pick up in the census. Every 10 years we have the census when there is a lot of detailed information taken about people, what they do, where they are and so on. In between I am not

aware of detailed statistics that are kept year by year.

Mr. Macaluso: I have a supplementary. Dr. Deutsch, in the census statistics they would not show what unskilled immigrants came in and what skills they acquired once they arrived.

Mr. Deutsch: Yes, it does in some cases. Their years of schooling are asked and all that sort of thing.

Mr. Macaluso: But apart from their years of schooling—when they pick up a trade or go into an industry.

Mr. Deutsch: For instance, they do ask people what skills they have when the census is taken. Presumably if they had a different kind of skill when they came in they could not perhaps relate these things. This is not done in detail.

Mr. Macaluso: This Committee has learned from the Department of Manpower and Immigration officials that they do not have such statistics.

Mr. Deutsch: I see.

Mr. Macaluso: Can you project your future needs on statistics and records that are not available as far as public policy is concerned?

Mr. Deutsch: I think we can make useful projections of basic trends, yes.

Mr. Macaluso: On judgment but not on statistics or on past records.

Mr. Deutsch: We can do two things. We can look at basic trends in the past and the requirements for various kinds of skills. We have information on that.

Mr. Macaluso: You have?

Mr. Deutsch: We can make special surveys as we did with these 17 companies, where we can get some idea of what companies think the future requirements are likely to be.

Mr. Gray: Do the general ideas form the basis for recommendations?

Mr. Deutsch: Yes, broad ideas for basic recommendations.

Mr. Gray: Detailed enough to embody—

Mr. Deutsch: The detailed application of them will have to be done by the operational department.

Mr. Gray: Even if they do not have the detailed information?

Mr. Deutsch: Their functions are such that they can obtain detailed information. They

are in touch with individual employers all over the company. They can get information. There have been a number of employer surveys in the last couple of years. The government of Ontario has made special surveys; a number of the provinces have made special surveys; the Department of Manpower and Immigration have made special surveys among employers. I have seen some of these reports indicating their needs and so on.

Mr. Gray: Why have they not shown them to us?

Mr. Deutsch: I am sure you can ask for them. There have been various surveys made of employers' immediate needs.

Mr. Gray: Dr. Deutsch, in a report of your appearance before the prices committee on November 25, it says that during the afternoon sitting Dr. Deutsch said that basic economic information in Canada is one to two months behind that of the United States and that this was too long a lag if governments were to make sound decisions. It goes on to say that he cited specifically poor information about demands for labour and unfilled vacancies, statistics on what kind of skills are needed and the rates of capacity in industry. "Information about productivity"—and these words are put in quotation marks—is very unsatisfactory, he added.

Mr. Deutsch: It was a good report. We discussed vacancies in two of our reports. The very significant economic information is the rate of unfilled vacancies. We have urged the government departments to fill this gap, and I understand that the Department of Manpower and Immigration and D.B.S. are now in the process of trying to remedy this problem. This is in line with our recommendation and they are trying to fill it.

Mr. Gray: But the gap has not been filled?

• (4.45 p.m.)

Mr. Deutsch: Not yet; it is in the process of being filled. I would like to see much of our basic information more up-to-date, and again we are urging that the government try to do something to speed up the gathering of the information. It will be extremely valuable for purposes of making better assessments of the economy and making better policy decisions. We are urging that this be done.

Mr. Gray: In other words, if the information were available in a better fashion than now it would be possible to make better

assessments and better policy recommendations, at least in some areas, than is the case at present.

Mr. Deutsch: That is right.

The Co-Chairman Mr. Klein: We will give Dr. Deutsch a moment to rest from this barrage of questioning. While we still have a quorum I would like to report to the meeting the conclusions that the steering committee came to. The Clerk of the Committee was instructed to invite the Canadian Welfare Council, the Canadian Medical Association, the Department of Immigration of the province of Quebec, and the Department of Citizenship and Immigration of the province of Ontario to appear before this Committee. In addition, the Clerk has also been instructed to invite the following organizations to send briefs on or before January 10, 1967: the Canadian Manufacturers Association; the Canadian Chamber of Commerce; the Canadian Ethnic Press Federation, and the national organization of the various ethnic groups in Canada.

The Clerk of the Committee was also instructed to get in touch with the Canadian Labour Congress to ascertain whether it would be possible for them to appear before the Committee during the month of December. I understand that since then he has received a reply to the effect that they would not be able to appear until after the Christmas holidays.

Gentlemen, in view of the size of this agenda would you be good enough to agree to a motion to allow the Joint Chairmen to decide the order in which these witnesses will be called, or the order of business of the various meetings to come, without always calling a steering committee meeting, on the understanding that any member of the steering committee could call the steering committee together if he saw fit. I ask that your Co-Chairmen be authorized to decide the agendas for the meetings, in the interests of saving time.

Mr. Macaluso: Why do you have a cutoff date of January 10?

The Co-Chairman Mr. Klein: That does not mean to say that we could not extend that date, but it is in the interests of trying to get the White Paper moving so that legislation can follow.

Mr. Macaluso: Mr. Chairman, I am aware of a number of organizations that will be presenting briefs but that will not be able to have

them in here by January 10. I do not think we should set a cutoff date.

Mr. Orlikow: Mr. Chairman, we have to set some target date.

Mr. Macaluso: Mr. Chairman, is it understood that any organization who wishes to come in after January 10 will be able to do so?

The Co-Chairman Mr. Klein: I suggest that we leave that matter to be decided by the Committee at large when the date arrives. If there are people who request an extension I think it would be up to the Committee to decide at that time. I do not think any committee would want to deprive any national organization of presenting a brief.

Mr. Macaluso: These are not national organizations, Mr. Chairman; they are local organizations made up of various groups of interested parties from cities and municipalities.

The Co-Chairman Mr. Klein: It will be up to the Committee to decide, once we have had a brief from a national organization, whether we are going to accept briefs from local organizations.

Mr. Macaluso: Mr. Chairman, I want to bring to your attention the fact that there are groups which do not have a national organization.

The Co-Chairman Mr. Klein: Any groups that does not have a national organization and wants to present a brief is doing so as representatives of their own ethnic groups. I do not think that this Committee is going to cut off any ethnic group from making representations, but I think that we do have to have a target date, and the suggested target date is January 10.

Mr. Macaluso: Mr. Chairman, I want to get one thing clear on that point. There could possibly be a Polish group from Hamilton and a Polish group from Toronto who want to present briefs. They do not necessarily represent national groups or organizations, but they wish to present a brief in the interests of their own communities. Are you going to cut one or the other of them off, or are you going to allow all of them to come in?

The Co-Chairman Mr. Klein: I suggest to you, Mr. Macaluso, that there is no intention of cutting anybody off, but we want to have a target date and we would like people to present the briefs as quickly as they can and we are suggesting January 10.

Mr. Munro: Mr. Chairman can it be understood that if anybody should request an extension past the deadline we will grant it?

Mr. Orlikow: Mr. Chairman, I wonder if the Canadian ethnic press organization that you spoke of would be considered representative of the ethnic groups.

The Co-Chairman Mr. Klein: We are asking briefs from every ethnic group in addition to the press. I think that when the briefs are in this Committee will study them, and if we see fit to ask some of the various ethnic groups whether they wish to present witnesses to support or discuss the brief we will do so, but until we get the briefs we are not in a position to know that.

Mr. Orlikow: Mr. Chairman, there are a number of national ethnic groups which are fairly representative of the individual ethnic groups. I am thinking of the Canadian Ukrainian Committee, the Polish Canadian Congress, the Canadian Jewish Congress; these, at least, are fairly representative. I am not sure whether there is a national Italian organization.

The Co-Chairman Mr. Klein: Mr. Orlikow, I am sure you, as a member of this Committee, and I as Co-Chairman of the Committee are not going to be rigid to the extent that we will cut off anyone. I think our intention is to have everyone heard.

Mr. Enns: Mr. Chairman, it might be helpful in resolving this question if we do not say that January 10 is the cutoff date for the receipt of briefs because, as Mr. Macaluso says, they may not be able to present them by that time. But surely we can expect all groups to indicate to us by January 10th that they wish to appear, and then we can call them in June, as far as I am concerned.

The Co-Chairman Mr. Klein: January 10 has not been declared a cutoff date but is a suggested target date.

Mr. Enns: Yes, but should we not have an indication by that date from persons or groups who wish to appear so that we have an idea of how big a workload the Committee can expect to face?

Mr. Roxburgh: Now that this has come up, what publicity is being given across Canada to our meetings and the fact that we, as a Committee, would like to hear from these different ethnic groups and organizations across Canada? What publicity has been given to our meetings.

The Co-Chairman Mr. Klein: Well, Mr. Roxburgh, when we write to the various organizations and all the different ethnic groups asking them to present briefs, I think we are covering a cross-section of every ethnic group. If, in the wisdom of this Committee, it becomes necessary to go beyond that, we will do so.

Mr. Roxburgh: Well, what is being done now?

The Co-Chairman Mr. Klein: We are writing letters to all of them asking them to present briefs and, in some instances, we are asking people to come before the Committee. From the agenda I have read it appears we will have our work cut out for the next three or four weeks. I am merely suggesting that the Co-Chairman decide the order of the work before us so that we can keep the Committee moving.

Mr. Macaluso: Should we consider having all members of the press gallery issue a press release requesting briefs from all organizations and from all interested groups, in order to get as much coverage as possible?

The Co-Chairman Mr. Klein: Do you authorize your Co-Chairman to do such a thing?

Mr. Macaluso: Yes.

The Co-Chairman Mr. Klein: May I have a motion, then?

Mr. Skoreyko: Before you put the motion, Mr. Chairman, tell us why January 10 was decided upon. That seems rather soon.

The Co-Chairman Mr. Klein: It is more than a month and, as I say, it was a target date. It could have been January 15; it could have been January 1—it was just a target date.

Mr. Roxburgh: Why do we not adopt Mr. Enns' suggestion regarding that date, and inform people that they have to let us know by that time. That gives a person time to do something. What is wrong with that?

The Co-Chairman Mr. Klein: In the releases that will go to the press and the letters that will go to the ethnic groups, we will indicate that they must let us know if they require some time beyond January 10, so that we can discuss it with the Committee and decide how much time we can allow. We cannot leave it open.

Mr. Macaluso: Mr. Chairman, there is Christmas and New Year's coming, and people have other things to do. Let us extend it to the

end of February at the present time, and if it needs further extension at that time we will do so.

The Co-Chairman Mr. Klein: We are not being rigid, but what I want you to bear in mind is that there are certain aspects of the White Paper that we would like to see go into force as quickly as possible. I do not mean the White Paper itself, but there are certain aspects.

Mr. Macaluso: I do not see how you can enforce any aspect of the White Paper as far as legislation is concerned.

The Co-Chairman Mr. Klein: There are certain regulations that are beneficial to the things that you stand for here—

Mr. Macaluso: There are a lot of things that I do not stand for here.

The Co-Chairman Mr. Klein: —that we would like to see put into effect.

Mr. Orlikow: Mr. Chairman, there is one point which I suggest the Members keep in mind, that many of us on this Committee have been very critical of existing immigration legislation and regulations in that we feel there are some discriminatory features. I presume that this White Paper is a prelude to legislation. If this Committee were to invite every local organization from one end of Canada to the other to appear before the Committee, and we were to argue that we want to hear them all, we might take a year or two to write a report, all the time blaming the government that it has not changed those aspects of the law and the regulations that we do not like. So I think we are going to have to use some common sense or we are going to delay rather than expedite.

The Co-Chairman Mr. Klein: I am not asking for any rigid motion, but merely a motion to allow the Chairmen to keep this Committee moving, and that is all.

Mr. Macaluso: It is too early a date, Mr. Chairman. Would you consider a later date?

Mr. Skoreyko: Mr. Chairman, I think you mentioned changing the regulations as well. Of course, that does not need legislation. Those things that are urgent can be dealt with by this Committee.

The Co-Chairman Mr. Klein: Well, gentlemen, I merely suggested. If it is not the will of the Committee, let the Committee express itself.

Mr. Munro: I will make a motion that the letters suggest a target date and that is all it

will be and ask them to adhere to that if possible and advise us if it is impossible.

The Co-Chairman Mr. Klein: We might say that we would like to have the briefs in by January 10.

Mr. Munro: Yes, and leave the suggestion quite clear in the letter that if they cannot send them by that date we would be pleased to receive them afterwards, and set the date at January 30. That is a Monday and an extra two weeks; that is almost two months. If still they cannot do it, then we can grant extensions. I do not think this will hold up the work of the Committee because I am aware of a few groups that we definitely will have to hear that have pretty well got their brief ready now and would like to come. I do not think that will impede the progress of the Committee and, at the same time, it will give most of the groups ample time. The ones that still feel it is inadequate can request additional time. I would like to get a seconder for that motion.

Mr. Ryan: I second the motion.

Motion agreed to.

Mr. Orlikow: Mr. Chairman, before we go on, have we made arrangements with officials from the Dominion Bureau of Statistics to appear before the Committee?

The Co-Chairman Mr. Klein: We have not made any arrangements yet. We are hoping that we will decide, after we have heard Dr. Deutsch, whether there are any other areas that we might cover in the areas in which Dr. Deutsch is particularly interested.

May I have a second motion to allow your Co-Chairmen to keep the Committee moving?

Mr. Roxburgh: I so move.

Mr. Haidasz: I second the motion.

Motion agreed to.

The Co-Chairman Mr. Klein: Gentlemen, Mr. Orlikow raised a question with respect to doctors in Ontario, and we have decided, as you know, to call the Canadian Medical Association. I would like to read you one letter that has been received in connection with publicity with respect to the Canadian Medical Association. It comes from Stirling, Ontario, and it says:

We, in the village of Stirling, Ontario, which is over 100 years old, with a population of 1,350 people and a surrounding rural territory of 15 miles in any direction, have only one resident physician. This is really the most pathetic situation

that one could live in. 70 per cent of the residents are senior citizens. We are without a clinic, a school nurse or Victorian Order of Nurses' assistance and the hospital is a distance of 17 miles away; an ambulance facility is a like distance away. We are in desperate need of medical assistance; also a clinic or hospital.

Then he goes on to say:

Several leads have been put out by our community as well as by the resident physician without success. Please, sir, give this situation your deep consideration.

This letter, incidentally, is signed by G. H. Hogle of Stirling, Ontario. I merely produce this letter to substantiate some of the statements made by Mr. Orlikow at the last meeting.

Gentlemen, we will proceed with the further hearing of Dr. Deutsch.

Mr. Macaluso: Mr. Chairman, I will be very brief. I am very pleased at the comments I have heard from Dr. Deutsch today. Getting back to skills, I am just wondering whether you would agree that your definition of "skilled occupation" includes one who shows he has the ability to learn? I am thinking of an unskilled person from a foreign country who attends an immigration office and is told: "You do not have the skill or qualification or education to settle yourself in Canada." If there were some way of showing that he does have the ability to learn, would you include him in your definition of one who should be able to emigrate to Canada and settle? I am referring to your earlier statement that a skilled worker can learn on the job.

Mr. Deutsch: One of the things that enables a person to learn what is required in the way of skills in industry and so on, is a good basic education. That is one of the best ways in which you provide a foundation for learning. So much emphasis today is put on levels of basic education because that is the best foundation from which to start to acquire skills.

Mr. Macaluso: What would you say is a good basic education, doctor?

Mr. Deutsch: Keeping in mind the European educational set-up, I think a good basic education nowadays would include high school, or at least a part of high school.

Mr. Macaluso: What grade?

The Co-Chairman Mr. Klein: May I interrupt for a moment? I think we are asking for levels of education that we do not ask of members of parliament.

Mr. Macaluso: I am informed that Grade 5 elementary education in some European countries is equivalent to Grade 7 in Canada.

Mr. Deutsch: It could be.

Mr. Macaluso: This is what I am going on. Could this be a good basic education?

Mr. Deutsch: Do you mean grade 7 or grade 5?

Mr. Macaluso: Well, let us say the equivalent of Canadian grade 7?

Mr. Deutsch: I should make it clear right here that I am not trying to define at this point what education you should specify for various occupations. I am merely trying to answer your question of what I consider a good basis for learning. That is the question that was put to me originally. Fairly speaking, a good basis for learning is a good general education. There are matters of degree.

Mr. Macaluso: Let me be specific. Would you say that one who has the equivalent of a Canadian grade 7 education, unskilled, who can show the ability to learn a trade or another occupation in Canada has a good basic education?

Mr. Deutsch: I think a person who has the ability to learn, no matter what education he has, is a promising person.

Mr. Macaluso: I am bringing this up, doctor, because the Second Annual Review of the Economic Council of Canada, dated December, 1965, includes on page 78, a subtitle, "The Effects of Immigration and Emigration on the Stock of Education," and there is a very interesting paragraph which states:

Information about the educational attainments of immigrants, and even more especially of emigrants, entering or leaving the Canadian labour force, is unfortunately very limited.

We are getting back to the basic theme again, which Mr. Gray mentioned

On the basis of available knowledge, however, it would appear that these flows have not produced any major or decisive shifts in the stock of education in Canada over the past half century. This would appear to be so partly because net migration even when large in relation to the current growth of the labour force has

never been large in relation to the existing total labour force. But it would also appear to be so because the average level of education of migrating labour has probably not been dramatically different from the average level of education of the labour force.

And I assume you are speaking of the Canadian labour force.

Then it goes on:

This has been true, for example, even in the decade of the 1950's when migration flows were relatively large. The median years of schooling of both male immigrants coming into the labour force and male emigrants leaving the labour force in 1951-61 was about 9.6 years. This compares with the median years of schooling of the total Canadian labour force of 8.7 years in 1951 and 9.4 years in 1961.

Then it goes on:

But the over-all effect of this migration was to bring about some increase in the average educational level of the male labour force in Canada.

In other words the immigrant, from the information the council has available, coming into this country has come in with an equal or even better basic education than the total Canadian labour force?

Mr. Deutsch: You are right, Mr. Macaluso.

Mr. Macaluso: That is all I have, thank you.

Mr. Deutsch: Our studies show that immigration over long periods has added to our stock of education and skill rather than detracted from it.

Mr. Macaluso: But these figures included skilled and unskilled.

Mr. Deutsch: That is right, the whole thing. The fact of the matter is, Mr. Macaluso, although the evidence it is not too good that the average level of education of the immigrant has been slightly above the native population.

Mr. Macaluso: Would you say on the evidence you have that this would continue to be so?

Mr. Deutsch: That depends on immigration policy?

Mr. Macaluso: Thank you very much.

Mr. Deutsch: I should also say, Mr. Macaluso, that post-war immigration to Canada has been of tremendous importance to our country.

Mr. Macaluso: And will continue to be.

Mr. Deutsch: I hope so. I do not know how we would have procured the necessary skills we needed to bring about the economic growth we have had since the war if we did not have the skills that came to us from outside.

Mr. Macaluso: I know you will agree that these skills that we have not only came from outside but from the unskilled immigrants who came to the country and learned skills while in this country which have been of beneficial interest to the country as a whole.

Mr. Deutsch: I am sure that is true.

Mr. Macaluso: Thank you, doctor.

Mr. Roxburgh: You mentioned, doctor, future immigration policy. The immigration policy of the past had little or nothing to do with skilled labour—at least not to the degree of what they are proposing today.

Mr. Deutsch: There was always, you know, a special effort made to bring in skilled people.

Mr. Roxburgh: Oh yes, but not to the degree they are today.

Mr. Deutsch: Because of the great need that existed special efforts were made. I remember after the war very special efforts were made to bring into this country engineers, architects, and a large number of highly skilled people. This was done, and they have made a tremendous contribution to our country.

Senator Pearson: The sponsored immigrants are not particularly educated.

Mr. Deutsch: They vary greatly, you know, although I have not studied that particular category I imagine even among them there would be educated and skilled people.

The Co-Chairman Mr. Klein: I have Mr. Ryan, Mr. Orlikow and Mr. Enns.

Mr. Ryan: My questions will be along the line of Mr. Macaluso's. In the Justice Committee this morning, on Mr. Munro's private members bill dealing with trial procedure, we learned that in Canada 3 per cent of our people are mentally retarded and 3 per cent of our people are mentally incapacitated to the extent that their intelligence and their maturation is definitely impaired. This works out at something in the order of 1,200,000 and there are more with some degree of impairment in these categories. I would ask you, Dr. Deutsch, would it not be fair to assume that a good number of these people would be ones

who could not get past the primary school level of education?

Mr. Deutsch: Yes, there are people who cannot get past that level.

Mr. Ryan: And a lot of people employed in Canada who are handicapped in this fashion would be taken into account in your statistics?

Mr. Deutsch: I would say yes. I assume there are people who for one reason or another have various handicaps and cannot take academic education beyond the primary school level.

Mr. Ryan: And these are people who an employer would have to stand over and direct constantly.

Mr. Deutsch: Not necessarily. I have known people who could not get past grade seven or eight but who are extremely skilled in other things. That does not follow necessarily.

Mr. Ryan: No, it does not follow necessarily, and I agree with you. But, would it not in your opinion have some effect on employers when they answer your survey questions. You have told us that your survey revealed that there likely will be an 8 per cent less requirement for those with only a primary school education.

Mr. Deutsch: That is what they would like to have. I always emphasize that.

Mr. Ryan: Would you not think that the fact so many of our own home-produced people are affected in these ways it would prejudice employers?

Mr. Deutsch: Employers will naturally try to get as much of the better qualified labour as they can. If they cannot get them because they do not exist they may take lower skills. That is not what they would like to have but they will take them. This may or may not have the effect in some cases of slightly lower productivity, but the chances are it would. Then they would have to get along with that.

Mr. Ryan: Would you agree that those who only have primary school education could do better on the world market than they could on the home market, having regard to the fact, particularly in European countries, that there are many people who do not have the opportunity even for primary school education who could be quite intelligent and quite mature.

Mr. Deutsch: Yes, I am sure that is so, sir. There is a world wide scarcity of skills and highly educated people. We are not the only ones with a scarcity; this is scarce almost everywhere. So there is going to be quite a

scramble for these people. Nevertheless, people with less education and less skill will continue to work and will continue to be used.

Mr. Enns: Will they always continue to work?

Mr. Deutsch: What happens here—and this has some relevance—is that when employment drops the tendency is for the unemployment rates to rise most sharply in the unskilled categories. These people are the last to be taken on and the first to be let off.

Mr. Ryan: And a lot of them would be our own native-born people.

Mr. Deutsch: Yes. The highest rates of unemployment are among the lowest levels of education and the lowest levels of skills.

Mr. Ryan: On the other hand you stated earlier, in your evidence, that we have absorbed our immigrants over the last 20 years very, very well.

Mr. Deutsch: Yes. Mind you, only a few years back we had a fairly high level of unemployment here. We had 7 and 8 per cent unemployment as little as five or six years ago.

Mr. Ryan: Should we be scrambling for bright people from abroad even though we have to train them here in Canada?

Mr. Deutsch: It is a matter of social and political policy whether you want to bring people here and then educate and train them here or whether you want to bring them in educated or trained. I am saying the trend of requirements is in the direction of higher levels of education and higher levels of skills. Now how do you want to get at this? You can bring in immigrants who are already educated and trained as much as possible or if you want to you can bring them in and train and educate them here. But that means you must be prepared from a social and political point of view to do this. In other words it costs money; it takes time and it requires capital—and at the same time we have a very heavy job to do in relation to our own population. We never have had so many young people in this country as we have now. We happen to have relatively more than almost any other industrial country in the world. We have far more than the United States proportionately and most of the European countries. We are going to try to give them an adequate education. That is very important and it costs a lot of money. It means a tremendous expansion

of our school system, which we are in the process of doing and have been doing. Now it means a tremendous expansion of our higher levels of education, which is tremendously expensive. It all costs a great deal of money. It requires many skilled people, teachers and so on. In the face of that situation what do you want to do? Do you want to bring in more to be educated and trained? If you want them it can be done provided you are willing to put up the money for training facilities to do it. If you want to do that it can be done.

Mr. Ryan: It is pretty hard to train that one in eighteen though who is just not capable of taking very much training.

Mr. Deutsch: We will not be able to train the ones here either but there is always going to be a certain number of jobs that do not require that kind of training. All I am saying is that the number of jobs that do not require that kind of training is going down. But there is always going to be work. I do not believe that there is never going to be enough work. There is going to be work even for those people. However, the numbers of jobs available for unskilled and low levels of education are relatively declining. The demand is for higher education, and the trend is in that direction. So if you are doing what is sensible you will train an increasing number of people to meet that trend.

We still have a great many people today who can attain a higher level of education than they have. They can learn more skills than they have. The trend is in that direction and therefore, you should try to do this.

Mr. Ryan: Doctor, what are we so afraid of if we do have some unemployment in the future? Are we afraid of a great raid on the unemployment insurance fund or are we afraid of people going back to their homes or emigrating to other countries?

Mr. Deutsch: I think we are afraid of fooling the people and that is all, that we bring them in and then there is nothing for them to do.

Mr. Ryan: We are not afraid of that right now. Since the Second World War we have had very little to fear that way.

Mr. Deutsch: As a matter of fact, I hope we will keep the economy going in such a way that we will not have a very large number of unemployed. If we do our job well we will not have it, so this is not a problem; it should not be a thing that frightens us to death because

we ought to be trying to keep an adequate level of employment going in this country. We cannot always guarantee it because this country is very much affected by what goes on in the world around us, which you cannot always control. Sometimes things may happen that make it very difficult for us. Although we may run into hard weather from time to time, I hope that we would try and do things to keep our level of employment high and not to be worried by the bugbear of unemployment. That is only one aspect of the problem. The point here is that the trends are in the direction of more education and more skill. Those are the underlying trends. Therefore, the kind of manpower that you are preparing for the future is related to these trends, and that is all I am saying—whether it is your own people or the ones you bring in.

Mr. Ryan: Less work and more leisure hours.

Mr. Deutsch: If you want to bring in already educated and trained people and then educate and train them here, you can do it but then you must be prepared to spend the money and invest the capital to do this. That is why I say it is a social and political problem.

Mr. Ryan: I have just one last question, doctor. Are you in favour of the Kennedy round?

Mr. Deutsch: Me, personally?

Mr. Ryan: For Canada.

Mr. Deutsch: Yes.

Mr. Orlikow: Dr. Deutsch, today in your testimony, in your answers to questions and in the report the council has made you have indicated the kind of problems that we are going to face as a result of the increasingly complex society that we and people in every other country live in. In answer to questions today on a number of occasions you indicated that we just did not have the detailed information which we possibly ought to have to be able to answer the questions. We got the same kind of answer the other day from the Deputy Minister of Manpower and Immigration. We have had indications of this in a report that members have had in the House. For example if we ask how many of the more skilled people, doctors, engineers, scientists, university professors have moved to the United States, the department gives us information based on information which they have received from the American officials.

Mr. Deutsch: Yes.

Mr. Orlikow: Dr. Deutsch, how important do you think it is to increase the research and statistical facilities that the federal government have in order to be able to better predict the kind of information we need?

Mr. Deutsch: Mr. Orlikow, the Council in every one of its reports, made a plea for more and better information on certain things. I should say in this connection that we have a good deal of information. We are a country that has relatively good information compared with most countries but we still have very important areas, unfortunately, that are not as good as they should be. It is in these areas that we have emphasized we need more information. We in the Council put a great deal of emphasis on the need for that information if we are going to be able to develop policy more effectively. We must get on with this. I certainly hope that the Dominion Bureau of Statistics and the Department of Manpower and others will remedy these deficiencies as quickly as possible.

Mr. Orlikow: Would you say that this is an essential tool which we must have.

Mr. Deutsch: Yes, I would say they are essential.

Mr. Orlikow: Mr. Gray mentioned earlier that you had said before the Consumers Committee that in one field we are about two months behind the Americans. I was told by one of the people who works in a department which I think has to do with the kind of questions we are asking here that if you compare what we have in this particular field with what the Americans have and adjust for the fact that they have ten times our population the American government would have three to four times the staff that we have in Canada.

Mr. Deutsch: Yes, that may be true. I do not know specifically what you have in mind, sir, but it would not surprise me that it would be true in a number of cases.

Mr. Orlikow: Does this not have a very serious effect on the kind of work that the Economic Council or the new Department of Manpower can and should do?

Mr. Deutsch: Yes, I think so. I must, however, point out, Mr. Orlikow, that we have a good deal of information. We are not saying that there is just a complete desert here. We have a lot of good information. The Dominion

Bureau of Statistics has done a magnificent job in many fields and it has served us very well. Unfortunately, there are still some very serious gaps, and we want them remedied, particularly in regard to manpower which happens to be one area where the gaps are quite serious. We have very little reliable information about unfilled vacancies. We have not too much information on future requirements and the kind of things which are very important in this field.

Mr. Orlikow: It is important if we are going to work out a meaningful policy with regard to immigration.

Mr. Deutsch: Yes, it happens to be very necessary for immigration policy and for manpower policy in general. Therefore, we have put a great deal of emphasis on the need to remedy this deficiency. I am glad to say the Department of Manpower is now very busy trying to fill this gap. I understand they are working together with the Bureau of Statistics.

Mr. Orlikow: Mr. Chairman, I have just one other question in another field. I do not know if Dr. Deutsch will feel as he did when he said a little earlier that certain questions asked were a matter of social and economic policy which a government would have to decide. Mr. Roxburgh mentioned the shortage of people in agriculture and he specified the tobacco areas, the fruit belt and so on. You mentioned, Dr. Deutsch, earlier that we have met our manpower needs in two ways, partly by the large numbers of immigrants who have come in since World War II and partly by the movement off the farm. I can appreciate the problem which Mr. Roxburgh mentioned. Is there an answer to this problem? Can we get people to work in the specific areas which our agricultural economy requires in a period of full employment when wages, working conditions, fringe benefits, and housing facilities offered to immigrants are so much better in the cities than they are in the rural areas. I am not suggesting this as a criticism. I am asking if you have any ideas how we can deal with the problem, even temporarily, of getting needed help in the agricultural sector of the economy when there are so many opportunities in the urban areas.

Mr. Deutsch: Mr. Orlikow, if we are successful in maintaining high levels of employment, which I hope we will be there is likely to continue to be a very heavy attraction to the urban areas. This seems to be a

feature of our times. For sociological and other reasons which I do not need to go into here, if the underlying trends are such, in many respects, there would be a very heavy attraction to urban areas. This raises problems for the farmers, as it does for the mining and forest industries. The reason we have some of these difficulties is that there is an underlying trend in this direction. There are many reasons for this. As the general level of education rises and as the general importance attached to education rises, obviously people are going to go where things are most easily available to themselves and their families. That is one reason. Then this whole business of the rising level of general education also leads to the kind of things that urban areas can provide and so on. All these things have a part to play, and so there is a tendency in this direction. I think this has implications for industries like mining and forestry, because they are confronted with a changing manpower problem. They then have to create conditions which will make it interesting for people to work in those industries in spite of the attractions of the urban areas. This may mean improved conditions of working, educational facilities and many other amenities that they can get in urban areas. There will be a demand to have the same kind of amenities in the other industries and this creates very special problems for those industries. This is something that is going to be with us. I think we will have to face it and deal with it.

Mr. Roxburgh: Has there been any study made as to what should be done?

Mr. Deutsch: A number of studies are under way. I had a long discussion with mining people who are very much concerned with this problem. At the present time they are making a very comprehensive survey to get information on what needs to be done now to cope with these aspects of the manpower problem, to get people to work where they are needed, whether it be in the mining industry or in the forest industry, very often at great distances away from urban centres. What is it that is necessary to make it attractive for these people to work here? What kind of thing needs to be done? They are trying to find the answers so they can remedy the situation. I think this is something that is inherent now in what is going on. This presents special problems for agriculture too. If we want to produce the food we require agriculturists have to be put in the position where they can attract the labour that they have to have.

Mr. Roxburgh: What is going to happen to the cost of food prices that everyone is talking about now?

Mr. Deutsch: Well, that depends on how you go about it. There are various ways of doing it. I would emphasize particularly that the farmers should be put in a position where they can increase their efficiency and their productivity—and much can be done by government policy in that regard—so that they will be in receipt of better incomes.

Mr. Roxburgh: Do you not think that the successful farmer has just about reached that stage at the present time? Take for example, tobacco—that is not a food but still it is produce; when they first started the yield was around 900 pounds to the acre but now it is over a ton. You can just go so far. The same applies to the yield of wheat, which has jumped in the last number of years in western Canada.

Mr. Deutsch: Well, there is still room for improvement. I must say that what is equally important is to get more farmers in that position. Only a portion of the farmers today are able for one reason or another to reach the maximum point of efficiency. There are a great many of them that are not. We need to get a lot more in that position. And furthermore, there is still room for improvement in various aspects of agriculture with proper help and assistance. If we do this adequately then the farmer will be in a better position to do what is necessary to attract the labour which he needs—and I would suspect that the labour at that stage will be increasingly skilful.

Mr. Orlikow: Is the mining industry as a whole having difficulty recruiting labour?

Mr. Deutsch: Yes.

Mr. Orlikow: My impression was that it is mainly the gold mines which are caught in the squeeze because of the fixed price of gold.

Mr. Deutsch: It is wider than that, Mr. Orlikow.

Mr. Orlikow: My impression was that International Nickel, for example, is not particularly having trouble and that the iron ore mines in Quebec and Labrador are fairly successful because they pay high wages.

Mr. Deutsch: Of course this is a varying circumstance but there is general situation as well. Even many of the ones that are most fortunately situated are having quite serious

difficulties in certain categories. This is a problem that is partly a feature of our times in the sense that there are shifts taking place here. There is a tremendous attraction to urban development for many reasons; I suspect this will be with us and we are going to have to adjust to this and perhaps re-examine the circumstances and problems that exist in the more remote, exposed and non-urban industries—and we may have to do particular things to make it possible to get the kind of manpower we need in those areas. We are confronted with a shifting situation.

Senator Pearson: I have a supplementary question. Does not the academic education that a young man receives in a rural area lead him from the country to the city rather than encourage him to stay in the country? It is all run on the basis of your being trained eventually to become a lawyer, a doctor and so on.

Mr. Deutsch: Yes. I think, sir, that it was necessary anyway for a very considerable number of people to move off the farms, and the best way they could do that was to get the education. There is nothing wrong with that. We are not able to maintain the population in agriculture that we had 20 years ago at a reasonable standard of living. In any case so many of them would have had to move. The best possible basis on which they could move would be an adequate education, and this was very sensible. We all know a great many cases of this kind. I was raised on a farm. I know what took place in my district.

Mr. Dinsdale: On the agricultural and employees problem, Dr. Deutsch, did you say that the literacy level test aggravates this problem of immigration drift to the urban centres? I ask that because it is possible that the lowest educational level would be in the agricultural areas of countries from which we draw our immigrants. I have no personal knowledge of this and I am wondering if Dr. Deutsch has. Would there be a tendency for the educational level to be lower in the rural areas than in the urban areas of immigrants from western Europe for example, Italy or Greece?

Mr. Deutsch: Oh, yes. As a generalization I would say that is so. It sounds reasonable to me.

Mr. Dinsdale: There is a problem of getting suitable agricultural employees. I have found for example people working temporarily on

farms in western Canada who have technical skills that would inevitably lead them to the city.

Mr. Deutsch: That is right.

Mr. Dinsdale: It would seem to me that is we emphasize strongly literacy level tests it would aggravate this problem, particularly if the intending immigrants from the rural areas are not able to meet the test.

Mr. Deutsch: Then we would draw more people from the urban areas in those countries, and they naturally would want to go to urban areas.

Mr. Dinsdale: But would some of them not be automatically barred.

Mr. Deutsch: You are asking if the rural areas would be automatically barred with a high degree literacy test. I would not say that whole areas would be barred because in Europe as well as elsewhere there is a movement off the farms and many farm people are obtaining better education and are also moving off the farms in Europe. There has been a great shift there.

Mr. Dinsdale: Would you say then, that urbanization is inevitable and that there is nothing that can be done to reverse the trend.

Mr. Deutsch: I would say that is right. I see no prospect for a change in this trend. Every indication is that proportionately, the population in the urban areas will greatly increase in the next ten or fifteen years, both here, in Europe and everywhere else.

Mr. Dinsdale: There is a feeling that for sociological reasons and so on the trend should be reversed.

Mr. Deutsch: That may be so, Mr. Dinsdale. Sociologically, this may not be desirable. I am merely saying what the basic trends are, and whether that is a good or bad thing, sociologically, I am not saying. The trends are for increasing urbanization and that is not a Canadian phenomenon; it is a phenomenon that is present in all parts of the world. I do not think it is going to change in the next while. It may be that sociologically that is not a good thing but, if so, some other remedy will have to be applied.

The Co-Chairman Mr. Klein: Do you think that we could encourage the reversal of the trend that Mr. Dinsdale spoke of in the slum areas perhaps?

Mr. Deutsch: You mean to take people out of the slum areas and put them on the farms?

The Co-Chairman Mr. Klein: Yes.

Mr. Roxburgh: What the heck are you talking about. You keep your slum areas right where they are.

Mr. Enns: What about the residual group that cannot learn the skills that are expected in advanced technology. We know through vocational training programs we can bring a larger number into the labour force but there will always be almost a constant group, a percentage of the population, that never really can compete in the technical labour market. I was going to ask you—and this may not be really as facetious as it sounds—whether work will cease to be the virtuous goal for that kind of person? Or do we perhaps take on a project such as building a second trans-Canada highway using only hand labour, with no technical tools at all? Where is the eventual earning capacity for that sector of our population?

Mr. Deutsch: I do not happen to be one who believes that we will ever be short of work.

Mr. Enns: I heard you say this.

Mr. Deutsch: I think there are too many things to do that we should ever be short of work. The nature of work will change—that is a different thing—and we may decide for social reasons that we want to have more leisure and all that. That is a perfectly good thing if we are sensible enough to do this. We may want less materialism and more of other things, which leisure could give us. That is a matter of social decision to be decided by every generation for itself. I do not believe that we will ever be in a position where there will be a shortage of useful work to do, even for those who do not have a good formal education. There is just too much to do, especially in a country like ours. It is a matter of organization more than anything else.

Mr. Enns: I agree it is a matter of organization, but somewhere we are deficient in our organization. We used to be able to hire a man, give him a pitchfork and he would stook sheaves, or work on the farms with no previous skill or experience. But who wants to let an unskilled person on a \$10,000 combine nowadays.

Mr. Deutsch: But we are still far from educating or raising the standards of everybody who can be educated. Let us get on with this before we get down to that rock bottom.

Mr. Enns: I agree.

Mr. Deutsch: This is not an imminent problem as far as I am concerned.

Mr. Enns: That is what I wanted to hear, that it is not a problem.

Mr. Deutsch: No, it is not. We are still a long way from rock bottom. Even when we get to rock bottom, I understand from what I have read that it is not such a hopeless business after all because the capacity for a man to learn is far greater than often is realized. It depends very much on how you go about trying to teach him, especially at the very early stages. We have a lot more to do before we get down to that point. This is not something that causes me to stay awake nights at the present time. I think we had better get on with doing what we can do—and we are a long way from doing what we can do—before we get down to that rock bottom.

The Co-Chairman Mr. Klein: Thank you very much Dr. Deutsch. We will resume this evening at 8.00 o'clock, when some members of the department will be present. We will carry on with the same line of questioning. Thank you very much.

• (8.25 p.m.)

EVENING SITTING

The Co-Chairman Mr. Klein: Gentlemen, I see a quorum. We have the deputy minister with us; I understand that Mr. Kent would like to make an opening statement. Mr. Kent?

Mr. Kent: Thank you, Mr. Chairman. I thought perhaps it would suit the convenience of the Committee if we responded at this point to as many as possible of the questions which were asked almost a week ago. If it would suit your convenience, I would go through the various points that were raised and table with you the statistical material which was asked for.

There was first the question of Mr. Gray as to how many of the post-war sponsored immigrants were males and females over 18 years of age. As I think I explained at the time, we do not have a series going back over the whole post-war period; we do have figures separating sponsored and non-sponsored immigrants from 1955 onwards. We are separating the figures from that date; and we will make the whole series available as quickly as possible. In the meantime, however, we do have complete figures for the year 1965, and for the months, January to October of 1966, and I have a set of those figures for the Committee.

The Co-Chairman Mr. Klein: That would be in the top sheet in the folder; is that right?

Mr. Kent: Yes, that is right, it is the first table in the folder. Apart from the material that I am going to refer to specifically, there are various printed documents: the report of the special study of the Economic Council, that Dr. Deutsch referred to this afternoon; the two studies that were referred to a week ago of the International Institute of Metropolitan Toronto; a set of basic statistics of ours; and the report of the Ontario Economic Council, all of which are available to members of the Committee.

Then, Mr. Gray asked: how many of the post-war sponsored immigrants would have qualified under the unsponsored selection criteria, and what was the education and training level of post-war sponsored immigrants? I think I explained a week ago the obvious reason why the department has not kept the sort of records that would answer these questions in detail. However, since 1964, we have compiled information on the skill levels of sponsored as well as unsponsored immigrants, and those statistics are the next series in your folders. They embrace four pages, and then we have supplemented those with an explanation of the skill codes divided into nine levels, which are the basis of the descriptions used in the tables between unskilled, semi-skilled, and skilled. The next three pages, I think it is, are the background to the phrases that are used in the tables.

Now, the next page is the answer to the second part of this question: what was the education and training level of post-war sponsored immigrants? This is information that we have collected on a sampling basis this year; it was not kept in the past.

An hon. Member: On what year was this collected?

Mr. Kent: This present year of 1966; the table before you, Senator, is for January to June—the first six months of the year—and it is a sampling based on 7,005 sponsored immigrants, and 23,222 unsponsored.

The next question is one, asked again by Mr. Gray, about what further educational training have post-war sponsored immigrants acquired since their arrival in Canada. As we explained a week ago, the department has not tried to follow through either sponsored or unsponsored immigrants. We have regarded them as becoming part of the population of Canada after they were here, and while to do so would, undoubtedly, produce some very

interesting information, the view of government in the past has been that that sort of surveillance would not be justified and probably would be unwelcome.

I think it should be said that immigrants—once they are landed immigrants in Canada—are entitled to exactly the same educational and training aids that are available to native born Canadians. There is no discrimination in public policy as between the two. In other words, it is not the lack of follow up of our immigrants as such, it is not that we are not interested in immigrants; the point is that we are interested in them in exactly the same way—and to exactly the same degree—as we are interested in native born Canadians. For this reason we do not have, in reply to this question, complete figures based on the experience that was asked for on post-war sponsored immigrants as such. But from various central surveys that have been made there is evidence to answer this question. One particularly useful source is the work of the International Institute of Metropolitan Toronto, in the two publications which have been presented in detail. From those studies there are indications as to the size and nature of the problem of providing education and training to immigrants after they have reached Canada. Also, from the 1961 census there is information that indicates the relationship between educational attainment and the levels of education in certain census areas, and the proportion of immigrants in the population of those areas. Those studies of certain census tracts do illustrate the problems which undoubtedly create difficult situations for immigrants from some areas. Therefore, the next page of the tabled material consists of some charts which illustrate the differences in educational level in different census tracts related to the proportions of immigrants, and of southern European immigrants in particular.

The next question, again raised by Mr. Gray, concerned: how many post-war sponsored immigrants have entered the labour force? This was followed up later on by a question from Mr. Orlikow about the occupations pursued by sponsored immigrants; Mr. Orlikow suggested that most sponsored immigrants went into construction or mining. We do, in this respect, have information for 1965, and the first nine months of 1966 in the next set of statistics.

Mr. Roxburgh: I do not see many miners either.

Mr. Kent: No, Mr. Orlikow's suggestion that a high proportion go into construction is borne out with these figures; but not very many go into mining. I should say that we can do information, somewhat like this, back to 1955; we are breaking out those figures and we will make them available as soon as they can be tabulated.

We were asked how many bonds have been issued to visitors of late. The total for the period July 1 to November 30 is, 210 bonds have been requested and issued to visitors. This is a total of 210, and I should say that the number of visitors arriving from overseas—I am not counting those who, for instance, cross the border from the United States of whom there are millions per year, I forget how many millions it is—but the number of visitors arriving from overseas, which is a fair comparison with these figures, is at the moment running at about 40,000 a month. So that during the months of July, August, September, October, and November, we are talking about five months; therefore we are talking about approximately 200,000 visitors during that period; the number of bonds issued as I said was 210.

Mr. Haidasz: How does that compare with 1965?

Mr. Kent: I do not know the answer to that; I would think it probably is higher because, of course, the government did, early in July, announce its policy about the control of visitors applying for immigrant status. The fact that many visitors, already in the country, were to be allowed to remain as immigrants, naturally created the likelihood that, with this amnesty—as it is often called—there might be a tendency for the number of people who came as visitors but with the hope, or intention, of staying, to increase. Therefore, from that point onwards, inevitably under the government's policy, it was important to try to get as close an impression as possible of whether people coming as visitors, were, in fact, visitors. So the numbers would have increased, but the total, as I say, out of approximately 200,000 people entering the country as visitors, during the five months in question, the number of bonds asked for was 210.

Mr. Haidasz: Is this procedure, or policy, going to be continued throughout the centennial year when we are trying to get more visitors to visit Expo '67?

Mr. Kent: It is not possible to give a firm answer to that, I would not think, at this point. I would assume that the decision would have to depend on how serious the continuing

problem remains. Obviously, everybody would like the entry of visitors to be as free and easy as possible at all times, and particularly in 1967. The problem that is posed for government policy obviously is that if there is an immigration law in existence there has to be some attempt genuinely to distinguish between visitors and immigrants.

Mr. Haidasz: Have there been any discussions between the Department of Trade and Commerce and the Department of Manpower and Immigration to facilitate visitors to Expo '67 in the next year?

Mr. Kent: Oh, yes, certainly; and not only discussions but also we have been making arrangements to increase our staff in order to be able to handle the increased numbers, and so on.

Mr. Haidasz: Has this \$500 bond problem been raised in these discussions?

Mr. Kent: I do not think the Department of Trade and Commerce would raise that issue, no.

Mr. Munro: Mr. Chairman, could I just clarify a couple of matters before Mr. Kent proceeds? Do I understand correctly that Mr. Kent has left identifying the documents, and when he is talking about these bonds, he is giving oral evidence in reply to questions—

Mr. Kent: I am sorry, yes; I have been taking the questions in approximately the order—in fact I think exactly the order—in which they were asked. On that particular one—because it is just a simple figure of 210—there is no actual statement.

Mr. Munro: On that figure of 210, Mr. Chairman, this was for what number of months in 1966?

Mr. Kent: It was from July 1 to November 30; the most recent five months.

Mr. Munro: How many visitors, in total, came into the country during that time?

Mr. Kent: Approximately 200,000; the present rate of entry of visitors is about 40,000 a month.

Mr. Munro: That is, for 210 out of 200,000 bonds were asked.

Mr. Kent: That is 0.1 per cent, if my mental arithmetic is right; one out of a thousand.

Mr. Munro: It must have been very exceptional circumstances warranted your officials singling out this 0.1 per cent to be treated by the requirement of bonds. What were the ex-

ceptional circumstances, in terms of a general pattern?

Mr. Kent: Well, the immigration inspection officer, of course, at the port of entry—usually at an airport nowadays—has a very difficult problem in the sense that he has to attempt to decide whether a person who comes to the country saying that he is coming as a visitor, is, in fact, coming as a visitor. On this evidence, in 999 cases out of a thousand, he arrived at what is inevitably a rough and ready judgment—because you have to move quickly, you do not want to hold people up, and so on—that the people concerned were indeed visitors; that this was their genuine intention, and that was that.

The Co-Chairman Mr. Klein: May I ask you, of the 200,000, is there any figure of how many have made application to stay permanently?

Mr. Kent: To connect exactly with that 200,000?

The Co-Chairman Mr. Klein: Just approximately.

Mr. Kent: No, but it can be had fairly readily.

The Co-Chairman Mr. Klein: Would it be high?

Mr. Curry: Oh, definitely, it would be very high.

Mr. Kent: It would be what, one in a hundred perhaps?

• (8.40 p.m.)

Mr. Curry: I would not want to hazard a guess.

Mr. Kent: No, it would be substantial, but we should look up the figures rather than rely on memory.

Mr. Ryan: Would the figures for the months before July 1 be more normal than the ones after the announcement of July 8?

Mr. Kent: Oh, yes, in the months after July, undoubtedly, there would be more particular likelihood of people coming forward as visitors who nonetheless, in fact, intended to attempt to stay in the country as immigrants.

Mr. Ryan: But some of them applied immediately after landing; they got confused about the announcement. They thought there was no hope of staying in Canada unless they applied within the first day or two; as a result I suggest that in that period you would have an enormous number of applications.

Mr. Kent: A considerable number yes.

Mr. Roxburgh: Were any of them from the United States, or were they all from Europe?

Mr. Kent: Well, as you know, the crossing of the border between the United States and Canada is so easy, and requires so little documentation on either side, that we just have to take it for granted, in practice that anybody who comes from the United States and says he is coming as a visitor, is coming as a visitor; and this is reciprocal, of course.

Mr. Haidasz: Mr. Chairman, would the witness give us a breakdown as to the country of origin to which the \$500 bond applied?

Mr. Kent: I cannot do that easily.

Mr. Haidasz: For example, how many draft dodgers from the U.S.A. are asked to post a \$500 bond that they will return within a certain number of months?

Mr. Kent: Nobody coming from the United States is covered by these figures because of the freedom of the crossing of the border with the United States.

Mr. Roxburgh: Would there be more from behind the Iron Curtain than any other country?

Mr. Kent: Oh, no because it is very difficult for people from behind the Iron Curtain to come with a visitor's visa to Canada.

Mr. Roxburgh: They come as immigrants to start with.

Mr. Kent: No, most of the people entering as visitors are entering from NATO countries for which no visa is required; and this is a reciprocal arrangement; no visa is required of a visitor from a NATO country, or for a Canadian to visit a NATO country. The vast majority of these people would be from countries that are members of NATO.

Mr. Ryan: I have another supplementary question, Mr. Chairman, if I may. Would your officers not do things far more thoroughly than usual in the case of an immigrant who had made, at one time, an application for permanent entry to Canada and who had been turned down?

Mr. Kent: Yes, indeed.

Mr. Ryan: Does it follow automatically that a bond be taken in these cases?

Mr. Kent: No; it does not follow automatically, but certainly any evidence that somebody coming forward at this point, as a visitor, had in fact previously applied to come as

an immigrant, would be a factor that the inspecting officer would take into account in feeling that it was necessary for the posting of a bond.

Mr. Ryan: In a lot of cases, though, he would still let them come through without the requirement of a bond?

Mr. Kent: In some cases he would let them come through, yes.

Mr. Ryan: Even though they had applied for permanent entry before?

Mr. Kent: This is a thing on which the individual officer has to make a series of pretty difficult decisions, minute by minute.

The Co-Chairman Mr. Klein: Mr. Munro, do you have a supplementary question?

Mr. Munro: Mr. Chairman, to get back to this 210, of course, the immigration officer at the local port of entry would not have any information at his disposal to inform himself whether the visitor coming in had in fact applied to come as a permanent immigrant, or not.

Mr. Kent: He would not necessarily have that information, but it might come out in the course of his questioning of the individual. I do not know if Mr. Curry wants to add anything to the details of this.

Mr. Curry: A person coming from overseas would have certain documentation even if he came as a visitor.

Mr. Munro: Would that documentation indicate whether or not he had applied as an immigrant?

Mr. Curry: No. I would like to make one point in this exchange. Really the persons who are given the privilege of coming in on bond, in some ways, see a result that is not entirely unwelcome to them; because the interviewing officer has now really three choices; he can let the chap through automatically as a visitor, he can turn him down if he feels that he must, or he can, in his discretion, put him under bond. Otherwise he would have only two choices: either let him in or say no. Those who come in under bond, very probably every last one of them, would have been turned down completely if he had not used the bond process. So, in effect, to some extent he benefits by this arrangement.

Mr. Kent: If there seems to be a doubt about a man's admissibility, the officer has two choices. In theory, he can turn him away, if he has doubts about his admissibility, under the law, he must refuse his entry; that is the

legal obligation placed upon him. But the alternative is for him to place a bond.

Mr. Munro: What I am getting at here, Mr. Chairman, is that it is such an infinitesimal fraction of the number of visitors who came in that it obviously would have no relation to the doubt that the immigration officer would have as to the true intent of the supposed visitor, because I think figures would indicate that anybody even remotely involved with immigration knows that it is a very significant fraction indeed who, once having come into the country, are going to want to stay. That percentage, no matter what it may turn out to be, surely will have no relation to the 0.1 per cent.

Mr. Kent: Our officers are under instruction, Mr. Munro, to assume the best unless they have some definite reason for assuming otherwise.

Mr. Munro: Yes.

Mr. Kent: That is why the figure is so low.

Mr. Munro: My point was that it is such an infinitesimal fraction, on that basis, since it has no real relation, and if that were the only basis for it, in view of all the ill will it creates, I think it would be best, since we are talking about only 210, to ban the procedure entirely. I was going to suggest through you, Mr. Chairman, that perhaps there is another reason for the bond. If the immigration officer—and maybe quite rightly—is not so concerned with the desire of the proposed visitor to stay here permanently, but he suspects some criminal record, in which case he might ask for a bond, I wonder if that could be an element in his decision to require bonds or not.

Mr. Kent: The suspicion of criminal record certainly could come into account in some cases, but I would not like it suggested that whenever a bond is asked for it is based on a suspicion of a criminal record.

Mr. Ryan: Mr. Chairman, could we come to the conclusion that he is right 210 times and he is wrong 200,000 times?

Mr. Chairman, on that point, is it not true that on occasion a member of parliament is rather interested in seeing a bond being granted. When there is a threat of a man being deported he might even be specifically asked by a member, in certain cases, to try the bond system and let him in for a little while; does this not happen too?

Mr. Curry: I would doubt whether you would get that sort of instant action—of

course, you would know more about this—but I would doubt it.

Mr. Beasley: The bond really is only used when the examining officer has good reason for doubting the bona fide of the visitor, but does not have documentary proof on which to base a deportation order. Therefore, he gives the benefit of the doubt to the applicant and permits him to proceed but with the protection of having a cash bond.

Mr. Ryan: I have in mind, of course, the case where a man was being deported from Montreal and there was an intervention from Toronto, and some other place, and a bond was finally granted and the man was permitted to stay; does this happen frequently?

Mr. Beasley: This is a somewhat different situation.

Mr. Ryan: Yes.

Mr. Beasley: This, as I understand it, is a person who is under an order of deportation,

Mr. Ryan: He was turned back by an officer and told that he would have to take the next plane going back to his country. Then, phone calls go all around the country and finally the man is permitted to stay under bond.

Mr. Beasley: Well, if he is actually ordered deported, then, of course, he has the right of appeal to the Immigration Appeal Board. He may be detained pending the outcome of that appeal, or he may be released under a bond pending the outcome of the appeal. Now the decision of the Immigration Appeal Board—

Mr. Ryan: There is no order for deportation here; the man is just told by the immigration officer that he cannot stay, and later it is changed to a bond situation.

Mr. Kent: I do not know the specific situation, but I think one can imagine that this could happen in some situations. The examining officer has very grave doubts—in fact he feels certain the man is not admissible—and so he says, “No, you are not admissible”. The man has friends in Canada; he telephones them, and they telephone back to the officer in charge at Montreal and say, “What on earth are you thinking about, this man is a good friend of mine and I am Joe So and So, and I live at such and such”. The immigration officer in charge in those circumstances could say, well, this seems to be a doubtful situation”. The examining officer seemed to have good reasons for doubting whether the man was admissible; but on the other hand here is some respectable Canadian citizen saying that he is a friend of his and he is fine. What do

you do in those circumstances? You do not want to send the man back; on the other hand there does seem to be a serious question; so, O.K., you let him stay on bond. This is the flexibility of the arrangement.

Mr. Ryan: I have one more question, and I would not like you to answer it if you think it is classified; I would like to give you that warning. Does your department, that is, in Montreal and at other ports of entry, have blacklists against immigrants who have tried to get into the country before; and do they refer to these when they suspect a prospective immigrant?

Mr. Kent: Oh, yes; we do indeed have lists of people who, for one reason or another, are known not to be admissible to the country.

Mr. Ryan: I do not mean just the notorious criminal who might come here from the United States, or journey back and forth; I mean from all countries of immigration to Canada.

Mr. Kent: Anybody who has applied for admission, and been rejected, for reasons which make him a prohibited person under the Immigration Act—known prohibited persons, are listed.

Mr. Ryan: From all countries?

Mr. Kent: From all countries, certainly. Obviously, we could not carry out the obligations laid upon the Immigration Department by parliament to administer a law which defines certain prohibited people. Obviously, the necessary steps to attempt to carry out that law must include all countries.

Mr. Ryan: Yes, but there is a little more than just questioning the man, as you indicated earlier; there is a list.

Mr. Kent: Oh, yes, there is a list of prohibited persons. I want to make it clear that these are not just people who applied as immigrants and their applications have not yet been cleared, or, indeed, have been rejected, just on the grounds that they are not qualified in terms of having a skill or something; they are not on any list. They are people who have been identified as definitely prohibited persons under the act.

• (8.55 p.m.)

Mr. Haidasz: Mr. Chairman, are these bonds requested of visitors at the port of entry, or even requested at the point of application, in the case of a sponsored visitor.

Mr. Kent: We are talking entirely about people entering as visitors, almost all of

whom, of course, the first contact with Canadian authority is at the point of entry.

Mr. Haidasz: In other words, it is not the policy of the department to ask a Canadian citizen sponsoring a visitor to Canada to post a bond.

Mr. Kent: Well, there is no such thing as sponsorship of visitors; the sponsorship is of immigrants.

Mr. Haidasz: Do you mean to say that visitors from Poland do not have to be sponsored?

Mr. Kent: They do not have to be sponsored in any technical sense, no. Visitors from Poland, or visitors from most of the world, are different from the vast numerical majority of visitors who come to the country, who, of course, are from countries which do not require a visa of Canadians to enter that country; and which we do not require a visa for their nationals to enter. This is not, of course, true of countries behind the Iron Curtain.

Mr. Haidasz: In other words, all visitors have to be sponsored from behind the Iron Curtain?

Mr. Kent: They do not have to be sponsored; they have to have a visa to enter as a visitor. Normally, obviously, the way in which they make contact with the Canadian authorities is through a relative in this country.

Mr. Haidasz: Well, then practically speaking, a visitor from Poland has to be sponsored by a Canadian citizen.

Mr. Kent: Well, perhaps you are talking about a semantic point; but sponsorship, as we use the word, means that you accept certain obligations in respect of an immigrant to the country; that is what sponsorship means.

Mr. Haidasz: Can anyone from Poland visit Canada without being sponsored?

Mr. Kent: Well, surely; but he has to obtain a visa. He does not have to have a relative in Canada in order to obtain a visa; he has to go to the Canadian Embassy in Warsaw to get a visa.

Mr. Haidasz: Then he can come here as a visitor?

Mr. Kent: Sure.

Mr. Haidasz: How many come here as visitors?

Mr. Kent: Very few, but that is not because we do not issue visas; very few apply. I should say, incidentally, that I am now talking of subjects strictly outside the control of the

Department of Manpower and Immigration; I am talking about the affairs of the Department of External Affairs.

The Co-Chairman Mr. Klein: If I understand you correctly, Mr. Haidasz, perhaps you are trying to suggest that when a person obtains a visa, let us say in Poland, from the Canadian Embassy, he should not be obliged to post a bond once he comes here. In other words, if there was any reason to doubt, that the doubt should have been resolved in Warsaw rather than here.

Mr. Kent: I would not want to disagree with that, and I would think this would almost always be so. I do not know whether any of the 210 bonds that we have asked for in the last five months have been asked of visitors with visas from behind the Iron Curtain; but I would be extremely surprised if any were.

Mr. Curry: I would not comment on that.

Mr. Haidasz: What we are talking about is that Canadian citizens who wish to sponsor a visitor from Poland have been asked in Toronto to post a bond of \$500. Is that the policy of this department?

Mr. Kent: Well, Dr. Haidasz, I can only answer that, as we use the word sponsor, there is no such thing as the sponsorship of a visitor.

Mr. Munro: Mr. Chairman, I think what when Dr. Haidasz says sponsor he is relating this to the people who are interested in bringing somebody over permanently. All he is really saying, in terms of visitors, is that it is very similar to a relative who comes to the Canadian immigration and says he wants a visitor over here. In that sense, it is analogous to the sponsorship situation on applying for permanent residence. I think the question could better be put in this way. If I am a Canadian citizen of Polish descent and I am interested in bringing a person from Poland to visit, I go to the Canadian Immigration Office and ask them to follow it up—

The Co-Chairman Mr. Klein: You are facilitating.

Mr. Munro: Yes, I am facilitating it, and I am displaying my interest. I want this relative of mine over from Poland. In a situation like that, am I required to put up a bond? I think that is what Dr. Haidasz was referring to.

Mr. Kent: Well, certainly not as an automatic rule. If you had previously applied to bring in the same person as an immigrant, and for one reason or another that was not possible, and then you applied to bring him in

as a visitor, in those circumstances, I could imagine it happening; I am not aware of any particular circumstances in which it has, but I can imagine it happening. Certainly it does not happen very often that the immigration officer would take the view that there was some question whether this really was an application for a visitor, and some surety that that was so might be required.

Mr. Roxburgh: I have another supplementary question, Mr. Chairman. On this subject, in the case of a visitor landing in here, and you decide that he should pay \$500, and he does not have anybody backing him in particular, or anything like that. He is maybe coming over for a month, or three weeks, or six weeks. Because of the \$500 does he have to go back? If he posted \$500 for the bond he would not have enough to carry him through?

Mr. Curry: He is given sufficient time to make arrangements, and he can arrange, as you know, on an insurance basis the payment of the fee to get a bond issued on his behalf; but time is allowed and he is allowed to go to his destination in Canada.

The Co-Chairman Mr. Klein: Not in custody?

Mr. Curry: No.

The Co-Chairman Mr. Klein: I think we should let Mr. Kent continue with his statement, and then perhaps after that we could go on with the questioning.

Mr. Kent: Well, the next question on my list, Mr. Chairman, was a question asked by Mr. Ryan, about the figures available on emigration from Canada. The next three pages in the material refer to this subject. As I think we explained at the time, it has never been the policy of Canadian governments to maintain records on emigration; in fact, I suppose technically, we as a department have no responsibility for emigration. The papers which are filed with you here are the information that we have based on the figures compiled by the United States in the case of the first couple of pages, and the figures obtained from the United Kingdom on the other page.

The next question asked by Mr. Orlikow was whether sponsored immigrants have concentrated mainly in the urban areas. As we explained at the time, we do not keep statistics in detail, of where people go broken down as between classes of immigrants, sponsored or unsponsored. We do have available—and they are presented here—figures for 1957 to 1963, on the first two tables; and then the

figures for the last three years, and nine months of this year, relating to the major cities to which immigrants as a whole have gone.

The next question was one asked by Mr. Macaluso about what financial assistance has been required by immigrants in becoming established in Canada. On that, I have figures for the last 24 months—we have been keeping them in this form only since October, 1964—from October, 1964 to September 30, 1966. In that period welfare assistance was given by the departments to a total of 30,042 persons in a total amount of \$1,111,865.02. Our records would make it possible to break down those figures in detail in terms of where the immigrants came from, and so on. This would be a rather major statistical job; but it can be done, if it is required. I should say that almost all of this welfare assistance is given to unsponsored immigrants, because, by definition, the sponsored immigrant is getting the help, when he arrives, of the person who sponsored him. Almost all of our welfare assistance—so-called—in fact, consists in providing largely temporary accommodation, and similar very temporary help during the first few weeks they are here to unsponsored immigrants.

The next item concerns the question of copies of the application forms which immigrants must complete, and those are the next things in the material, Mr. Chairman.

Then reference was made to the Senate special manpower committee—the special committee on manpower and employment—of some years ago. This was quite a famous committee, as you will remember, a great deal of the work for which was done by Dr. Deutsch. But there was a specific survey made for that committee by Dr. Warren James in 1960-61, in which, in the course of the survey of employment conditions, there was particular reference to the incidence of unemployment for the more unskilled members of the labour force, and some identification of immigrants. The essential quotations are summarized on that piece of paper.

There was another specific question that referred to the manpower, planning and industry study by the Economic Council. That is one of the documents that is on the table.

Lastly, in this statistical material, we were asked to produce the criteria for assessing the settlement arrangements for sponsored immigrants, and that is the last of this material, Mr. Chairman.

• (9.10 p.m.)

There was one other question, which was of a more general nature, but perhaps, with your permission, Mr. Chairman, I might refer back to it. That was a question asked by you, Mr. Chairman, near the close of the meeting a week ago, about what projections the department had made as to the future volume of immigration, if the principles of the White Paper are implemented. I suggested, in response, that a numerical projection would not have much significance, for reasons which Dr. Deutsch mentioned subsequently today, namely, essentially that the factors influencing the level of immigration in the first place are complex, and secondly are by their nature such that the final outcome really is a matter of policy decisions by the public at large, by parliament, and by government, rather than statistical projections. But since you asked the question Mr. Chairman, I had the opportunity to consult the Minister as to what more might be said as a matter of policy. He authorized me to elaborate in this way. The number of immigrants this year will be close to 200,000 and, apart from the very exceptional year 1957, this is the largest figure for any post-war year. It is more than half as big again as the average level of immigration since the war. The White Paper proposals do not look to any reduction in this high level of immigration. On the contrary, in favourable circumstances their effect would be to further increase it. The White Paper policy is, as the Minister said, expansionist. It is based on the view that a steadily high level of immigration can and should strengthen the Canadian economy.

The pace at which we can absorb immigrants depends on many factors but above all on the adaptability of the immigrants to employment in our economy. The requirement of steady employment at Canadian wage levels is increasingly a higher level of training, the thesis which Dr. Deutsch expounded in some detail this afternoon. Therefore, in order that the policy should be expansionist in purpose, precisely for that reason, in order that it should be, we do have to be cautious about the amount of immigration that takes place without regard to the qualifications of the immigrants. Immigration taking place without regard to qualifications is, of course, sponsored immigration. The White Paper does not propose a reduction in sponsored immigration. On the contrary, the anticipated effect is that sponsored immigration will stay at about the present level for some time and then probably slowly increase. The big difference, of course,

compared with the present situation, is that it would lose the discriminatory features that it has at present.

The motive for that proposal, of course, is not restrictionist. On the contrary, the reason for attempting to have a level of sponsored immigration which would be approximately constant and slowly increasing in future is that we would be less able to undertake an expansionist policy for immigration if such a policy meant we would also have to absorb increasing numbers of workers with relatively little training. So the immigration policy proposed in the White Paper is in summary directed to approximate stability in sponsored immigration and will result, if economy circumstances are favourable, in a continuing high and rising level of total immigration.

That is still not a statistical projection, Mr. Chairman, for the reasons we have discussed, but the Minister thought it might be useful to give that sort of statement—it is a reaffirmation, it is not new—of the approach and the expected results, in general terms of such a policy as is suggested in the White Paper.

The Co-Chairman Mr. Klein: Before we continue may I ask, Mr. Kent, are you now through?

Mr. Kent: Yes; that is the end of our response to the questions asked at the last meeting, Mr. Chairman.

Mr. Munro: Mr. Chairman, I had a few questions I would like to ask on Chapter 3, if we are getting to it.

The Co-Chairman Mr. Klein: On the White Paper, you mean?

Mr. Munro: Yes.

The Co-Chairman Mr. Klein: I think we would like to dispose of further questions on it.

Mr. Munro: I noticed one of the charts Mr. Kent filed is the description of immigration occupational skill factors and I think, Mr. Kent, that was in answer to one of the questions.

Mr. Kent: Yes.

Mr. Munro: Code 9, code 8 and so on. How long has this been used by the department to determine whether a proposed immigrant is skilled or unskilled?

Mr. Kent: This is really used for the purpose of analysis, to explain how we arrive at the summary figures divided into unskilled, semi-skilled and skilled for the purposes of

that table. It is only relatively recently that this coding has been used for all immigrants entering the country irrespective of whether they are entering as sponsored or unsponsored. But, I think it is only for the last six years. We have not identified it in relation to sponsored immigrants throughout that period, have we?

Mr. Beasley: No.

Mr. Kent: Mr. Beasley is the historical expert on this.

Mr. Beasley: I cannot speak with any great degree of accuracy on this. To the best of my recollection, the system has been in effect for approximately five or six years. I cannot be more precise than that.

Mr. Munro: Has this description of the various categories of a person's qualifications on the three pages been pretty well the guide that the Immigration Department has used to determine a person's qualifications the guide that we have before us now?

Mr. Beasley: This guide is not for purposes of selection or counselling. This is merely a methodology of arriving at statistical compilations of the occupational level of the immigrants who do come in.

Mr. Munro: After they have arrived?

Mr. Kent: You will notice for example—

The Co-Chairman Mr. Klein: Do I understand correctly, I am sorry that this is not the qualification. This is not the manner in which the examining officer qualifies these people when they come in. This is the way you codify it after they come in and after they have been admitted.

Mr. Kent: That is right. For example, Mr. Chairman you will notice that by the application of this code some unsponsored immigrants are shown as being unskilled. But this is simply a convenient coding arrangement for record purposes.

Mr. Munro: I think, though, there would be a reconciliation between this chart and any other method you used to determine a person's skills, irrespective of whether they are trying to come in or are here. After all—

Mr. Kent: There is a close coincidence but there is not an absolute identity.

Mr. Munro: The other question I want to ask concerns the second chart, Mr. Kent, "skilled levels, sponsored and unsponsored, workers by country of last permanent residence, two-year period 1964-65". Under spon-

sored workers there are the terms used, unskilled, semi-skilled and skilled. Of course, that is used throughout official charts for January up to September 1966, also. With respect to the semi-skilled, skilled and unskilled, the methods used to determine which proposed immigrants would fall under each of those columns, presumably then, on the basis of what you indicated a moment ago on this codification here, are determined somewhat along the same lines as set out in the code?

Mr. Kent: Along the lines of the statement; the point being that all the sponsored workers are not entering on the basis of any judgment about their skills. We do not want to waste their time and patience asking a great many irrelevant questions. Therefore, the examining officer, on the basis of just the bare minimum information that he has, places them in the categories defined here, one to nine.

Mr. Munro: Thank you, Mr. Chairman.

Senator Pearson: The total of immigration, referring to the same chart here, from Austria, is 2571 in the two-year period 1964-65. The total of the sponsored and unsponsored workers do not meet that amount. What happens to the other ones that are not listed there as sponsored or unsponsored?

Mr. Curry: One is immigration and the other is a work list.

Senator Pearson: The totals all the way down are not the same as those in the skilled, sponsored and unsponsored.

Mr. Curry: One column gives total immigration, including non-workers, the other governs workers.

Mr. Kent: Perhaps I might repeat that, Senator, for clarity. The figure in the first column of total immigration is of all immigrants, whether they are workers or wives or children or what you will, and then the break-up in the next six columns is the various categories of workers.

Mr. Gray: I just wanted to ask a few more questions to clarify these very interesting documents that have been tabled. I gather someone in the department must have been working very hard since our last meeting.

Mr. Kent: Oh, not as hard as usual Mr. Gray, or only as hard as usual.

Mr. Gray: Not as hard as usual?

An hon. Member: Only as hard as usual.

Mr. Gray: Oh. If I understand your answer to Mr. Munro's question, the classifications on

the charts headed "skill levels, sponsored and unsponsored workers" with respect to unskilled, semi-skilled and skilled, are, according to this later chart, headed description of immigration occupational skill factor. This latter chart is an extract from what?

Mr. Kent: It is designed to be a reasonably simple system which the immigration examining officer, or the visa officer, can use without having to burden the intending immigrant with a great deal of detailed questioning. As I think I explained last week, Mr. Gray, the department has proceeded in the past on the basis that we should try to avoid asking irrelevant questions. Since skills are not a factor relevant to the admission of a sponsored immigrant we have not attempted to go into details with him. Therefore, this is a simplified attempt to devise a code which can be readily used by the examining officer to get some impression so we will have just a bit more information than there has been in the past. Mr. Beasley can probably describe in detail how exactly the code was arrived at.

Mr. Beasley: I cannot describe it in any great detail other than to say, Mr. Kent, that it was prepared by our economic and research division in consultation, I believe, with the Department of Labour and the Bureau of Statistics.

Mr. Kent: But is was essentially an attempt to arrive at a workable but simple system which could be used without creating a lot of red tape.

Mr. Gray: Would the same apply to the people defined as unskilled, semi-skilled and skilled under the heading sponsored workers on the chart I just referred to?

Mr. Kent: I am afraid I did not understand the question.

Mr. Gray: They are not numbered so it is difficult to refer to them in just a word or two, but I began by asking about the chart headed "skill levels, sponsored and unsponsored workers by country of last permanent residence." Then there are two main headings, "sponsored workers and unsponsored workers" which are in turn each broken down into "unskilled, semi-skilled and skilled". You have explained to me that the source of the definitions or the material under the headings "unskilled, semi-skilled and skilled" for unsponsored workers are derived from this very useful code set-up. Now, my question was, was this code used to put people in the categories "unskilled, semi-skilled and skilled" under the main heading "sponsored workers"?

Mr. Kent: Yes, Mr. Chairman, it is the code used, as was explained, in drawing up these first statistics.

Mr. Gray: You told Mr. Munro that there is a close correlation between the code and the selection standards but not an exact parallel.

Mr. Kent: Yes, that is right.

Mr. Gray: Now, if you would turn to page two of the first chart I referred to, at the bottom there is a little table headed "percentage summary of workers assigned skill levels". There are two categories under "workers, sponsored and unsponsored". Then they are broken down in turn percentage-wise to "percentage unskilled, percentage semi-skilled and percentage skilled". Could you explain to me how unskilled and semi-skilled workers are able to enter Canada as unsponsored immigrants.

• (9.25 p.m.)

Mr. Kent: Well, for a variety of reasons. As I said, the code used in order to arrive at this simplified system which could be applied, without asking for a lot of information, to sponsored immigrants—and obviously you want to apply the same codes to sponsored and unsponsored for this purpose,—does not correspond entirely with the admissibility criteria. Take one very obvious example, as you know, a certain number of unsponsored immigrants are admitted as domestic workers. They would not normally show up on this code as skilled workers; some might, but they would not normally or necessarily do so.

There are various people admitted as unsponsored immigrants for purely humanitarian reasons, as refugees and so on. There is a whole set of reasons, not very large in total. They amount to 4.4 unskilled and 13.8 per cent semi-skilled, but the whole total of factors of this kind would produce some categorization on this count of unskilled or semi-skilled for a certain number of sponsored workers. I do not know whether Mr. Beasley wants to make any more detailed explanation of that.

Mr. Beasley: I do not think there is anything I can add.

The Co-Chairman Mr. Klein: Excuse me, Mr. Gray. What about individuals who come with capital and make investments in the country? They would not be reflected in these tables at all?

Mr. Kent: Well, it would depend whether or not they were entering the labour force. If they were entering the labour force, yes. If

they were coming with capital as retired people, very few do, then, no. If they are entering the labour force, yes.

Senator Pearson: What if they are entering with capital as an employer, setting up a factory of their own?

Mr. Kent: They would be reflected here because they would be coming in to work, entering the labour force.

Senator Pearson: They are making the labour market themselves.

Mr. Kent: Yes.

The Co-Chairman Mr. Klein: Mr. Kent, you made a statement before showing the amount that was spent on welfare.

Mr. Kent: Yes.

The Co-Chairman Mr. Klein: There is a figure, is there not, of the total capital that immigrants brought in with them?

Mr. Kent: Oh, yes.

The Co-Chairman Mr. Klein: Is it available?

Mr. Kent: Yes. I think it is in the folder of basic statistics.

The Co-Chairman Mr. Klein: Could you refer to which table it is? I do not want it now, but could we have something to show the comparison between the time element of expenditure of \$1 million something for welfare, and the money brought in by immigrants during the same period.

Mr. Kent: Oh, yes, quite easily, because that \$1 million odd was for a 24 months period and this does not coincide exactly because that was the last 20 months, but approximately for the year 1964 and 1965, the calendar years, the total capital brought in was \$253 million dollars, to the nearest million.

The Co-Chairman Mr. Klein: Well, this would make the welfare figure look very small, indeed.

Mr. Kent: Oh, yes, certainly.

Mr. Dinsdale: Mr. Chairman, a supplementary; would domestics always be classified as unskilled?

Mr. Kent: I am not sure about that.

Mr. Beasley: It is classified in Code No. 2, which is unskilled. If they are householder service paid personnel with a training of at least a few months to rate it.

Mr. Kent: But presumably this would not apply to someone who is importing a butler or

something. He would probably get in somewhere as a skilled worker.

Mr. Dinsdale: I am wondering about the Jamaicans, for example. They are classified as unskilled.

Mr. Kent: Coming in as ordinary domestic workers, yes.

The Co-Chairman Mr. Klein: As unskilled or semi-skilled?

Mr. Kent: Unskilled, as ordinary domestic workers.

Mr. Gray: I am referring to the code and my question may be explained as a matter of punctuation, but if you look at the last page of the code, or the set of codes, I do not know what your terminology is for the entire document, you will see Code 4 (b) 3, "small holders who own their own farms, highly skilled fishermen, miners or loggers who have more than eight years of schooling and over five years of experience". Now we go down to Code 2 (b) (i) "farm hands or persons with small holdings, or fishermen, miners or loggers who have less than eight years schooling with more than five years experience and who are destined for their specific primary occupation". Now are you drawing a distinction or can you draw a distinction, between farm hands or persons with small holdings, and small land holders who own their own farms?

Mr. Kent: Well, it varies from area to area, I suppose, but I think most jurisdictions do have a sort of dividing line at which they distinguish between a farm and a small holding.

Mr. Gray: Well, I know, but this seems to me to be just playing with words. A small land holder who owns his own farm and a person with a small holding; what would be the difference between these two terms?

Mr. Kent: Well, I bow to any greater agricultural experts in the room than me, but there is normally a distinction drawn between the farm and the small holding. It is drawn normally in terms of area but obviously what is the relevant area varies very much according to the type of agriculture, the type of soil and so on, but I think it is a recognizable distinction—normal occupational classification.

Mr. Gray: I do not want to press the point, but I just draw it to your attention and that of the Committee that although, on the one hand, the small land holder who owns his own farm is in Code 4, "journeymen or equivalent

junior foremen skilled", the farm hand or person with a small holding would seem to mean another fellow. The fellow who owns his own land is down in Code 2, "minor labour skills," and this would be an easy way to classify most farm people in a very low category, unless the person had some major acreage. Perhaps you can give us a further explanation later on.

Mr. Kent: Well, I do not think it is possible to give any further explanation, Mr. Gray. There is a recognizable distinction between a farm which is normally a sizeable economic undertaking which, if you own it, you are involved in conducting a farm business of some magnitude and having a small holding which is not an economic enterprise normally, is not the thing which provides full sustenance for a family.

Mr. Gray: I do not disagree with what you have said but perhaps it is something like Mr. Roxburgh was speaking of. One finds it hard to distinguish between a small land holder and a person with a small holding.

Mr. Kent: It is a small land holder who owns his own farm. It is specified as a farm. It is not a matter of owning three acres of bush, so to speak.

Mr. Gray: Well, of course in (b) you link up the person with a small holding with a farm hand, so it must have something to do with farming.

Mr. Kent: Well, it is a farm hand or a person with a small holding.

Mr. Gray: Well, I just leave that. Now, we turn to Code 4 (b) 2, "a person with a journeyman certificate in agriculture." Could you tell me in what countries such a certificate is available?

Mr. Kent: I certainly cannot give a list of all the countries. There are recognized certificates of competence, certainly as a dairyman, in a number of countries.

Mr. Gray: What would the Canadian equivalent be?

Mr. Kent: I do not know whether there are any certificates in this. These, of course, in Canada would be provincial and not federal.

Mr. Roxburgh: Agricultural short course classes.

Mr. Kent: They would be provincial.

Mr. Roxburgh: During the winter you would get a special short course.

The Co-Chairman Mr. Klein: As I understand it, this code will not be binding on the new Immigration Appeal Board.

Mr. Kent: Certainly not. This is not the code that we use in our own judgments about unprovided admissions.

The Co-Chairman Mr. Klein: Then why are we spending so much time on it?

Mr. Gray: Mr. Kent, this may not be the exact time to deal with this point, but I would suggest to the Committee that the code you have just referred to should be produced for us in detail.

Mr. Kent: Well, Mr. Gray, at the meeting of the Committee a week ago, the International Labour Office standard classification of occupations was offered. It was a great big thick book. I do not know how much it would cost the government to produce the necessary number of copies, but it is available for anybody who is interested.

Mr. Gray: Is that the book used by your officers, I forget the term you used to tell us who examined the immigrants and assessed their skills?

Mr. Kent: This is repetitious but yes, as we explained—

Mr. Gray: It is that I.L.O. book and nothing else.

The Co-Chairman Mr. Klein: Have you any other documents besides the book?

Mr. Kent: No; that is the basis of the occupational classification we use.

The Co-Chairman Mr. Klein: But even this book will not be binding on the new Immigration Appeal Board as I understand the drafting of the law. The new Immigration Appeal Board will probably set the standard in every way with respect to sponsored and unsponsored applicants.

Mr. Kent: No, the board would not deal with unsponsored applicants for immigration. It would deal with deportation cases, whether they affected visitors or unsponsored immigrants or sponsored immigrants.

The Co-Chairman Mr. Klein: But in the course of that I would foresee that what we are now considering as standard codes, whether it be the book you are talking about or any other document, could easily be changed by the jurisprudence that will be created by the new appeal board which has discretion.

Mr. Kent: Well, I do not think the occupational descriptions as such would be changed by the appeal board.

The Co-Chairman Mr. Klein: It might easily. An unsponsored individual could appeal to the appeal board, could he not?

Mr. Kent: No, sir. There is no provision for an appeal by unsponsored immigrants from overseas.

Mr. Gray: I will be finished in just a moment. Perhaps, to help us out of the difficulty about this big heavy book, if the officials have an extra copy they could show it to me and I would just look at it, and perhaps other members of the Committee may or may not decide how heavy it is on their own, but what I would like to know is what information is available to a field officer, who assesses skills for example to decide whether a Polish journeyman certificate fits in with one of those categories, or whether a certificate in horticulture from Italy fits into some category. Surely you must have a set of instructions which set forth equivalents, and so on.

Mr. Kent: This is a very difficult task for our overworked officers to perform, but they do it to the best of their ability with as much assistance as we are able to give them.

Mr. Gray: I realize that. I have great admiration for most of the officials, who deserve a lot of credit for their efforts, and I am happy to see such matters as improved wages and working conditions and general upgrading for them. I am happy to see that.

The Co-Chairman Mr. Klein: That is a subject for another session.

Mr. Curry: Mr. Chairman, may I make a suggestion that might be helpful to Mr. Gray. Between now and the next meeting, even if the next meeting is tomorrow, we can give the Committee a fairly complete paper showing what the selection procedures used by our overseas officers actually is, covering the very points you have been raising.

Mr. Ryan: Now, on that point, what about a copy of the book itself being filed with the Committee as an exhibit?

Mr. Curry: You mean of the code?

Mr. Ryan: Just one copy. We do not all want one.

Mr. Curry: Yes.

Mr. Ryan: Is that all right? Excuse me, just a minute, Mr. Gray. Is this book in accordance with the regulations? Does it have the au-

thority of an Order in Council behind it, or is it just something that has grown up as a matter of practice with the department?

Mr. Kent: This is the International Labour Office's standard classification of occupations which is, because of its international authority, the document we use in attempting to judge whether or not an applicant as an unsponsored immigrant does have skill qualifications which will lead to his fairly ready employment in Canada.

Mr. Ryan: According to the Immigration Act or the regulations is there authority given to use this book? This is my point, or is it just a dictionary.

Mr. Beasley: This book itself does nothing more than identify and describe the various occupations on which our selection is based.

Mr. Curry: It is a tool providing—

Mr. Beasley: It is one of many tools.

The Co-Chairman Mr. Klein: Would the document you have suggested you were going to file, Mr. Curry, be a synopsis of this book more or less?

Mr. Curry: Yes; it will describe the selection process in some detail.

Mr. Gray: Again, subject to the ruling of the Chairman, I think it might be interesting to the Committee to have at least one copy available to them of exactly what—and I am not talking about defining who a subversive is and that sort of thing—and officer in the field uses to assist him in assessing these skill qualifications, and training.

Mr. Curry: We will give you a document very quickly on the instructions and the working tools and the methods.

Mr. Kent: And I would like to add, Mr. Chairman, if I may, that, certainly as far as the department is concerned, if any suggestions can be made for improving the system—very frankly they are very difficult decisions to make—they would be most welcome. The department is under no illusions that it has the ideal selection criteria which requires them to attempt to assess the ability of immigrants to become settled in Canada. We have developed as good workable criteria as we think can be done and are practicable in their application all around the world by our officers and the number of them there are in relation to the number of applications with which they have to deal. This is far from ideal, of course. We would like to spend much more time interviewing individual applicants,

and so on, than, in fact, the workload allows. There are a lot of restrictions on the practicability of the selection criteria we use. They certainly are capable of improvement and we are afraid that most possible improvements that we can think of would, unfortunately, require more staff, but that is an old problem.

• (9.40 p.m.)

Mr. Roxburgh: We understand these things, but now that the White Paper has come out, will there be any additions or changes or are the same criteria going to be used? Has there been any change because of the White Paper?

Mr. Kent: The attitude of the government, as I understand it, is that the White Paper has been put forward, and except for a few matters which the Minister covered in his statement on July 8, our action to implement it in most respects is awaiting the reactions to the White Paper.

Mr. Munro: Mr. Kent, on page 9 of the document which Mr. Kent was good enough to bring before the Committee, in the chart headed "Educational Level of Immigrant Workers, there is the figure of 30,227 cases, January to June, 1966". Under the general heading "sponsored workers", there are three sub-headings. One of the sub-headings, the third column over, is "nine years or less of schooling". As Mr. Kent and his officials are aware, there has been some general discussion of the relationship between nine years of schooling abroad and schooling here, or seven years schooling abroad and what the relationship would be here. Presumably, that nine years or less of schooling refers to the schooling of the proposed immigrant in his country of origin?

Mr. Kent: That is right. It is rather like the skill code earlier. It is a matter of recording for statistical purposes so that what is relevant here are just the years actually spent in school.

Mr. Munro: Thank you.

Mr. Kent: It, again, is not directly related to the admissibility characteristics.

Mr. Munro: This would be in the country of origin?

Mr. Kent: Yes.

Mr. Munro: There have been suggestions that perhaps, certainly in the elementary years, in many of the European countries, the number of years of schooling would be more than equal to the equivalent here; so that nine years, I suggest, Mr. Chairman, is helpful in-

formation but I wonder if it would be very difficult, for instance, to break down that column further into, say, seven and five years?

Mr. Kent: We are doing that right now. These are the statistics we have kept up to this point but we are now taking more detailed statistics, if they will be of interest.

Mr. Curry: This final grading has relation to some of the proposals in the White Paper.

Mr. Munro: Thank you.

The Co-Chairman Mr. Klein: Gentlemen, are there any further questions?

Mr. Ryan: I have another question with respect to the paper filed by Mr. Kent in response to my question. It would be page 13, just numbering the pages in the way they were presented to us. There is a table on page 2 of the document headed "Emigration of Canadians to the U.S.A.". On the second page of this table, about a third of the way down on the page dealing with the gross outflow of landed immigrants from Canada and of the Canadian born admitted to the U.S.A. as immigrants, U.S. fiscal years 1950, 1951 to 1963 and 1964, inclusive. I looked at the data for the first year, 1950 to 1951, where the total emigration was 25,880 to U.S.A. from Canada and in that year there were 20,809 Canadian born and 5,071 foreign born, so that would be roughly a ratio of around five to one; five Canadians left for the United States as against one foreign born.

Mr. Kent: I think that is four to one, is it not?

Mr. Ryan: Yes, four to one. There seems to be a progressive increase in the number leaving, roughly around 26,000 in the year 1950-1951 to 51,000, roughly, in the year 1963-1964. It is almost double.

Mr. Kent: It is three to one.

Mr. Ryan: It was three to one that year. If we go back to 1960 to 1961, it seems to be in the neighbourhood of two to one. It does look as if there is an increase in the proportion of foreign born going to the United States, strangely enough, in the last few years.

Mr. Kent: Of course, a large part of the explanation of this undoubtedly would be that in 1963 there were considerably more foreign born people in Canada than there were in 1950, as a result of the—well I will not call it high immigration because it has been nowhere near as high on the average over those years as it is now—relatively high immigration; 2.5 million people have come to Canada.

Mr. Ryan: I think your words were that this would just be part of the explanation?

Mr. Curry: Another explanation might well be that some of these people are waiting a quota requirement in the United States, and rest in Canada until the quota comes up covering them in the United States. This has been very common.

Mr. Ryan: Yes, this is what I wanted to bring out.

The Co-Chairman Mr. Klein: May I ask you one more question? I am very interested in that figure of \$250 million which was brought into the country in the two year period. Would that figure—at roughly \$125 million a year—roughly repeat itself each year?

Mr. Curry: Yes, it does, indeed. It is an interesting figure that the average immigrant, man, woman and child, who comes into Canada brings with him each about \$1,000.

The Co-Chairman Mr. Klein: About \$1,000 for every man, woman and child.

Mr. Curry: That is right.

The Co-Chairman Mr. Klein: I was thinking that, perhaps, we could equalize our balance of payments by bringing more immigrants into Canada.

Mr. Kent: You would need an awful lot of immigrants.

Mr. Ryan: And then men buy quite a bit. Is this so? They are employed more in the manufacturing industry?

Mr. Kent: No, not in the total.

Mr. Roxburgh: Mr. Chairman, before you leave I think it is only fair that we should thank the witnesses. I am going to congratulate the department for furnishing all these statistics.

• (9.50 p.m.)

Mr. Kent: We have more for you yet, Mr. Chairman.

Mr. Ryan: Would the Committee let me finish.

The Co-Chairman Mr. Klein: I thought you were through.

Mr. Ryan: No, I was just trying to find this the very first sheet of the papers you gave us with your text. The sponsored immigrants for 1965—just the one year—were 25,818 male; 32,273 female; and then, again, in 1966,—

Mr. Kent: Those were sponsored immigrants, Mr. Ryan.

Mr. Ryan: This is not true in the unsponsored?

Mr. Kent: No.

Mr. Ryan: All right.

Mr. Dinsdale: I am now trespassing in the area of security. I would like to ask Mr. Kent if there has been an easing up on security measures in recent years, particularly as we become more remotely removed from the events of world war II?

Mr. Kent: The Minister announced in the House of Commons on July 8, and the point of view is stated in a little more detail in the White Paper, that the restriction that there has been on sponsored immigration arising from security requirements, the resulting discriminatory treatment of sponsored immigration from behind the Iron Curtain, the fact that, in effect, a Canadian who has relatives whom he wishes to bring from countries of eastern Europe does not have the same rights in practice as a Canadian who wishes to bring relatives from other parts of the world, is regarded as no longer acceptable and, therefore, in the treatment of sponsored immigration, the distinction made on security grounds in the past will be removed. The government of Canada will attempt to establish the offices overseas and behind the Iron Curtain needed in order to implement the ending of that distinction. At the same time it was suggested in the White Paper that the security problem in relation to unsponsored immigrants was a broader which could be best left to decision in relation to the royal commission inquiring into security in general.

The Co-Chairman Mr. Klein: I do not want to curtail your questioning but I think we are going to cover that as we go further into chapter by chapter. Perhaps, if you do not

mind, we could leave it for the other occasion.

Gentlemen, before we adjourn, we have Mr. Jack Francis here who is the director of the research branch and program development service who has a further series of statistics which I would suggest he distribute to the members of the Committee so that we could, perhaps, continue at our next meeting with the White Paper itself.

Mr. Kent: Perhaps, I could make one point. Mr. Francis, who is very articulate as well as statistical, not only has a set of statistics but also a text—an analysis of the statistics—prepared by the research branch for which he is responsible. It would be fair to say that, in effect, it is the type of statistical evidence which lies behind the sort of analysis of the problems which Dr. Deutsch gave to the Committee this afternoon, and if the Committee is interested, that statement could be made or perhaps you would prefer to have it filed as part of the evidence along with the statistical material.

The Co-Chairman Mr. Klein: Could each member get a copy of it?

Mr. Kent: Certainly.

The Co-Chairman Mr. Klein: I would suggest that each member be furnished with a copy of it and, perhaps, Mr. Francis could make himself available if any one on the Committee would want to go into that statistical information at our next meeting. In that case, gentlemen, the meeting is adjourned to the call of the Chair.

Mr. Roxburgh: I want to give them a pat on the back, in all fairness, for the amount of information prepared for us in a short space of time.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

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Translated by the General Bureau for Translation, Secretary of State.

LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
1966

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON

IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

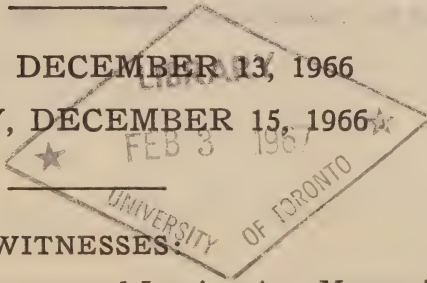
Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 4

TUESDAY, DECEMBER 13, 1966
THURSDAY, DECEMBER 15, 1966

A diamond-shaped library stamp from the University of Toronto. It contains the text "LIBRARY" at the top, "FEB 3 1967" in the center, and "UNIVERSITY OF TORONTO" at the bottom. A small star is located to the left of the date.

WITNESSES:

From the Department of Manpower and Immigration: Messrs. Tom Kent, Deputy Minister, R. B. Curry, Assistant Deputy Minister, E. P. Beasley, Director of Planning (Immigration).

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

Baird	Fournier (<i>Madawaska-</i>	Macnaughton
Cameron	<i>Restigouche</i>)	Nichol
Croll	Hastings	Pearson
Desruisseaux	Hnatyshyn	Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken	Mr. Dinsdale	Mr. Pelletier
Mr. Badanai	Mr. Enns	Mr. Prud'homme
Mr. Baldwin	Mr. Haidasz	Mr. Régimbal
Mr. Bell (<i>Carleton</i>)	Mr. Laprise	Mr. Roxburgh
Mr. Blouin	Mr. Macaluso	Mr. Ryan
Mr. Brewin	Mr. Munro	Mr. Skoreyko
Mr. Crossman	Mr. Nasserden	Mr. Watson (<i>Châteauguay-</i>
Mr. Deachman	Mr. Orlikow	<i>Huntingdon-Laprairie</i>)

Maxime Guitard,

Clerk of the Special Joint Committee.

*Replaced Mr. Fawcett on December 15, 1966.

ORDER OF REFERENCE

THURSDAY, December 15, 1966.

Ordered,—That the name of Mr. Brewin be substituted for that of Mr. Fawcett on the Special Joint Committee on immigration.

Attest.

LÉON-J. RAYMOND,
The Clerk of the House of Commons.

MINUTES OF PROCEEDINGS

TUESDAY, December 13, 1966.

(8)

The Special Joint Committee of the Senate and of the House of Commons on immigration met at 8:20 o'clock this evening. The Chairman of the House of Commons' section, Mr. Klein, presiding.

Members present:

Representing the Senate: Honourable Senators Cameron, Langlois, Pearson—(3).

Representing the House of Commons: Messrs. Badanai, Bell (Carleton), Crossman, Dinsdale, Klein, Laprise, Macaluso, Munro, Nasserden, Roxburgh, Ryan—(11).

Also present: Messrs. Brewin, Gray.

In attendance: From the Department of Manpower and Immigration: Messrs. Tom Kent, Deputy Minister, R. B. Curry, Assistant Deputy Minister and E. P. Beasley, Director of Planning (Immigration).

The Chairman invited Mr. Kent to make a statement on Chapter 3, of the White Paper before being questioned thereon.

At 9.10 o'clock p.m. the Chairman interrupted the deliberations and asked for a motion to regularize the meeting held, without a quorum present, on Tuesday evening, December 6, 1966.

Thereupon, on motion of Mr. Badanai, seconded by Mr. Ryan, it was

*Resolved unanimously,—*That the Minutes of Proceedings and Evidence of the meeting held, without a quorum, on Tuesday evening, December 6, 1966, do form part of the official records of the Committee and be printed as such.

On motion of Mr. Badanai, seconded by Mr. Ryan, it was

*Resolved unanimously,—*That the Document entitled Selection and Counselling of Un-sponsored Immigrants be printed as an appendix to this day's Minutes of Proceedings and Evidence. (See Appendix A)

On motion of Mr. Munro, seconded by Mr. Roxburgh, it was

*Resolved unanimously,—*That the three copies of volumes Nos. 1, 2, 3, 4, entitled Basic Information on Canada, be kept in the office of the Clerk of the Committee, at the disposal of the members of the Committee, for reference purposes.

The Committee agreed unanimously to each member of the Committee being supplied with a copy of the following documents:

- (a) Selection and Counselling of Un-sponsored Immigrants
- (b) Immigration Counselling Handbook, Department of Citizenship and Immigration
- (c) International Standard Classification of Occupations.

The examination of the witnesses, in relation to Chapter 3 of the White Paper on Immigration, being pursued.

At 10:20 o'clock p.m. the Committee adjourned to the call of the Chair.

THURSDAY, December 15, 1966.

(9)

The Special Joint Committee of the Senate and of the House of Commons on Immigration met at 10:15 o'clock a.m. this day. The Chairman of the Senate's section, Honourable Senator Langlois, presiding.

Members present:

Representing the Senate: Honourable Senators Cameron, Desruisseaux, Fournier (Madawaska-Restigouche), Hastings, Hnatyshyn Langlois, Willis—(7).

Representing the House of Commons: Messrs. Aiken, Bell (Carleton), Haidasz, Klein, Munro, Régimbal, Roxburgh, Ryan—(8).

Also present: Honourable Senator McElman and Messrs. Brewin, M.P., Cowan, M.P., Gray, M.P.

In attendance: From the Department of Manpower and Immigration: Messrs. Tom Kent, Deputy Minister, R. B. Curry, Assistant Deputy Minister, E. P. Beasley.

In order that all the members of the Committee be given an opportunity to examine the witnesses, each individual member should restrict his questioning to a 15-minute period; always relying either on the Joint Chairmen's discretion or on the unanimous consent of the Committee to be granted a longer period of time for questioning.

Then the Committee completed its examination of the witnesses in relation to Chapter 3 of the White Paper.

The Deputy Minister, Mr. Tom Kent, then made a statement before being questioned on Chapters 4, 5, 6 and 7 respectively.

The examination of the witnesses being completed, Messrs. Tom Kent, R. B. Curry and E P Beasley withdrew after being thanked by the Chairman.

At 1:05 o'clock p.m. the Committee adjourned to the call of the Chair.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, December 13, 1966

The Co-Chairman Mr. Klein: Gentlemen, we will start now with chapter III of the White Paper. Mr. Kent is here and will make a brief analysis of the chapter and then he will be open for questions on it. I will ask Mr. Kent if he will be good enough to give us a résumé of chapter III.

Mr. T. Kent (Deputy Minister of Immigration): Thank you, Mr. Chairman.

I am grateful for the opportunity to do that because we have an additional paper, the one that we promised to produce at the last meeting, and I think perhaps it ties in appropriately with the substance of Chapter III.

Perhaps, Mr. Chairman, I could remind you and the Committee that in the first chapter the statement of principle that the government made was that immigration should be free from discrimination according to colour, race or religion, and then the second chapter advanced really two main propositions: First, that we need a good many immigrants, and, secondly, that the modern Canadian economy is increasingly a place where it is hard to fit in and do well without a fair amount of education and training. These really were the essential propositions.

What the third chapter attempts to do is to draw the conclusion that unsponsored immigrants should be selected primarily according to occupational experience or education. I think it needs to be emphasized that that is not in any way a new proposition. It is what is done under the present regulations, and the White Paper is simply reaffirming the policy.

So far as the implementation of the policy is concerned we have to distribute to you a short document that describes the existing selection procedures. We certainly believe that there is scope for modifications to meet changing circumstances and for improved methods, but, of course, any improvement takes time and what is involved, directly or indirectly, is money and trained staff. The alternative, if we wanted a good number of immigrants but did not select them according to their qualifications, would be that one way or another the country

would have to spend more money on the education and training of immigrants after they arrive. That really is the policy choice.

The White Paper also suggests in this chapter that sponsored immigrants, who will be entering the labour force, should meet a minimum educational requirement of primary schooling.

The chapter also proposes another distinction between dependants and other sponsored immigrants. The second group should be sponsorable provided that the sponsor himself is well established in Canada. Hitherto, the test of being well established has been a modest financial test. The White Paper in this chapter proposes to add a more objective test, so far as future immigrants to Canada are concerned, by requiring them to have become citizens with five years' residence before they act as sponsors.

I think it should be emphasized that this goes along with the removal of the present discrimination in sponsorship. What is being aimed at in total is not that there should be any less regard to family relationships but that it should be the same for everyone and that the flow of sponsored immigrants on that basis should be approximately stabilized.

Those are the essential proposals in the main part of this chapter, Mr. Chairman, dealing with admissible classes. There is also a short section on the visitor problem and the situation of visitors wishing to become immigrants after they have arrived; and also a short section on the refugee problem. Those two are perhaps somewhat different issues really from the main one and it probably would be best to talk about the general propositions first.

Mr. Munro: Mr. Chairman, apparently a lot of the discussion has ranged around page 21, paragraph 47. Mr. Kent, do I understand that part (d) deals with the landed immigrant as distinct from the Canadian citizen who desires to sponsor. Is that correct?

Mr. Kent: Section (b); that is right.

Mr. Munro: I am just talking now of the landed immigrant who desires to sponsor. How do the sponsorship rights compare with the present situation?

Mr. Kent: Well, it is not possible to give a simple answer to that question, because at the moment the sponsorship rights do vary according to the area of the world from which the immigrant to be sponsored would come.

Mr. Munro: Could I stop you right there? Considering the White Paper as a whole, and more particularly the area we are talking about now, chapter III, it can be said that the discrimination that is embodied in regulation 31, and more particularly (d) of 31 of the present regulations, is removed.

Mr. Kent: That is right.

Mr. Munro: So that irrespective of the source, or the country of origin of the immigrant, they are all treated the same.

Mr. Kent: That is the most fundamental of the changes in the position of the sponsor who is a landed immigrant but not a citizen. He will be in exactly the same position, whatever the country of the world from which he wishes to sponsor. If he wishes to sponsor from any country his ability to do so is broadened to the extent that there is more allowance for orphaned relatives than there is at the moment. As you know, at the moment the capacity to sponsor orphans is limited by a number of considerations, not only by the absolute prohibition in effect as far as sponsorship of these non-immediate relatives from Europe and the Americas is concerned, but also, of course, by the complication of the absence of facilities in eastern Europe, which has the effect of limiting immigration much more severely.

Mr. Munro: My understanding, in talking generally when I put this question, is that where a Canadian citizen is concerned the privileges of sponsorship cover a wider area, including the fact that he can sponsor a greater ambit of relatives than he can under the present regulations.

Mr. Kent: Yes.

Mr. Munro: Without dealing with that specifically at the moment, does this, or does this not, apply to the situation where you are not a Canadian citizen but are a landed immigrant and not yet a Canadian?

Mr. Kent: Well, we have to draw a real distinction here between people already in the country and landed immigrants in future, if this policy were carried out. If the recommendations of the White Paper were implemented in regulations then the person who is not yet in the country, during the five years before he becomes a citizen, if he wanted to sponsor

from Europe or the Americas—in practice, western Europe or the Americas—would, under these proposals, and in that narrow band, have less right of sponsorship than he now has, in the sense that at the moment, irrespective of his citizenship, he is able to sponsor a son or daughter irrespective of age, and a brother or sister. This is the limitation compared with the present situation.

For anybody outside the Americas or western Europe and for anybody who has become a Canadian citizen, which includes anybody, of course, who is a landed immigrant, since the distinction only applies in future the range of sponsorship is broader than it now is.

I do not know whether Mr. Beasley or Mr. Curry wants to try to distinguish the actual details. I see they have the pieces of paper before them.

Mr. Curry: There are several spots that Mr. Beasley could expand on, but I noticed that you were reaching for possible widening of the rights under the proposals for a landed immigrant.

We could point to one or two spots right away where there is a wider privilege for the landed immigrant under the proposed set up than he enjoys at present. For instance, he can bring in a fiancé, or fiancée, male or female. He cannot now bring in the child of such a person, under the proposals he can—the son or daughter under 21.

Mr. Kent: It does not specify whose child.

Mr. Curry: Well, the child that purportedly belongs to the fiancé—either son or daughter under 21—which is an added privilege. Again, he can now bring in an orphaned nephew or niece, unmarried, under 21. He will in future be able to bring in an orphaned grandson or granddaughter, or even an orphaned brother or sister, which is an extension of the present sponsorship rights.

We can tabulate this material and give it to you in that form. It might be more useful to you.

Mr. Munro: I think, Mr. Chairman, that it would be of interest to have a comparison—and I am talking simply of the future now, not about landed immigrants presently in the country—between the rights of a landed immigrant who arrives in the future, compared to the rights of—

Mr. Kent: We have such a tabulation, and we can certainly have copies made and distributed for the next meeting. It is slightly complicated—in fact, it is very complicated

—because of the existing distinction according to the country from which the sponsored immigrant is coming. It makes rather a complicated tabulation, but we can certainly make it available.

Mr. Curry: There are, I might say, Mr. Chairman, about four sets of tables of this sort prepared. One is if the immigrant is in Europe and the sponsor is a Canadian citizen; that is one. The next one is if the immigrant is in Asia and the sponsor is a Canadian citizen; the rights are quite different.

Mr. Roxburgh: There is a difference in countries, then.

Mr. Curry: Yes, indeed. Under the present regulations—

Mr. Roxburgh: But that is done away with in the new White Paper.

Mr. Curry: Under the proposals; that is right. The next one is if the immigrant is in Europe and the sponsor is a permanent resident. That was the case that Mr. Munro just raised. The next one is if the immigrant is in Asia and the sponsor is a Canadian resident.

Mr. Roxburgh: It would be interesting to have that comparison, because I think that is very essential really.

Mr. Kent: It should be added that even this table, which describes the change on the basis of regulations, is not really complete in the sense of what the practical situation at the moment is, of course. While Europe and the Americas are grouped together here, in practice, as distinct from regulations, Europe has meant only western Europe, and in practice facilities have not been available in eastern Europe; whereas the policy of the White Paper is to treat sponsored immigrants in the same way, whether it be from western or from eastern Europe, or from anywhere else.

Mr. Roxburgh: The same the world over.

Mr. Kent: That is right; the world over.

Mr. Munro: While we are waiting for the comparison in terms of these tables that you mentioned could we just revert to paragraph (c). If you are a Canadian citizen, under the proposed legislation, as is suggested in the White Paper, the ambit of relatives you may sponsor is widened over the present situation?

Mr. Kent: Widened very greatly, if you are attempting to sponsor from non-American, non-western Europe; widened slightly if you are attempting to sponsor from elsewhere.

Mr. Munro: Could you just repeat that?

Mr. Kent: The ambit of relatives whom you may sponsor is widened very greatly if the country from which you wish to sponsor is a country other than those of the Americas or western Europe. It is widened slightly, as Mr. Curry pointed out, if the immigrants whom you wish to sponsor are coming from the Americas of western Europe.

Mr. Munro: Thank you. To the slight degree that it is widened, in terms of the Americas and western Europe, could you just particularize a little on that?

Mr. Kent: The specific provision for the orphans—a sort of step removed; orphaned grandchildren; and orphaned sideways—brothers and sisters; if you have come to this country and your parents subsequently die; the specific provision for the case, which is not uncommon, where a fiancé by a previous marriage or for some other reason, already has children, is able to bring the children with him or her.

Have I forgotten anything? Oh, yes; the unmarried nephew or niece.

Mr. Munro: In other words, the requirement that if you wish to sponsor a nephew or niece they must be orphaned has been removed.

Mr. Kent: That has been removed for the Canadian citizen or the present landed immigrant.

Mr. Munro: I have a few more questions, Mr. Chairman, but I will bring them up later.

Mr. Gray: Mr. Kent, at the bottom of page 18 and the top of page 19 it says:

The modern problem of poverty is, vary largely, the problem of people who for one reason or another are unable to make these adjustments.
and you go on to say:

Immigration will not add to this problem—on the contrary, it will strengthen our ability to overcome the problem—provided that most immigrants are adaptable to economic changes.

and I want to draw your attention particularly to the next sentence.

And while there is no perfect measure of adaptability, the best indication we have is a man's basic educational level: it is this that best enables him to learn the changing specific skills that are in demand at different times.

What evidence do you have to back up this statement that the basic educational level is

the best indication of a person's ability to learn the changing specific skills?

Mr. Kent: Well, Dr. Deutsch, of course, referred to quite a bit of the evidence to that effect when he appeared before the Committee, in the document that we tabled at the last meeting. Some more of it was referred to, and a great deal more was prepared, at the time of the federal-provincial conference on poverty problems in November and December 195, the specific study, for example, made by the Canadian Welfare Council on behalf of A.R.D.A. and the Privy Council shows that really the poverty cases are divided into two main kinds.

There are those families in which, for some reason or other, there is no member who is able to go out and earn a living at all; these are widowed women, or deserted women, or whoever they may be, who have a considerable number of children. They just cannot go out and earn an income and these are the poverty assistance cases.

The other poverty cases are the cases where there is a member of the household who is able to earn a living, but in fact earns at such a rate over the years, being unemployed part or all of the time, working casually, working at a menial occupation, with very low earnings—the correlation of this with low education is the most common feature. This is the thing that these people always—

Mr. Gray: You are talking about poverty studies in Canada. Could you relate what you have said to the immigration of the sponsored immigrants that we have in this country already?

Mr. Kent: I am sorry; I do not follow the question.

Mr. Gray: Do you have any further evidence, other than what you have tabled for us, to indicate, with respect to the 900,000 sponsored immigrants who have come to us from Europe, that the best indication of their ability to adapt has been what you call in the White Paper their basic educational level?

Mr. Kent: Well, there has never been any assumption, as far as I know, in anyone's thinking that there was going to be a sort of difference in fundamental nature between the people who happen to have come in among the 900,000 sponsored immigrants over the last 20 years and other people. They are not sort of human beings of a different nature, so that the general manpower evidence on which the approach here has been based is irrelevant evidence.

There has been, of course, I should say for what it is worth, quite a considerable amount of study of isolated samples. For instance, there are the documents that were tabled the other day, relating to the work of the International Institute in Toronto, which indicates this connection. However, the essential statistics are statistics for the population as a whole. These are important studies.

Mr. Gray: You have already told us that you do not have complete statistics on the education level of most of the people who have come in here as sponsored immigrants since the war. That is obvious from the information you have tabled. Yet your own comments and those of your colleagues have indicated that the overwhelming majority of sponsored immigrants have adapted very well in the country; and although you have said that you do not have complete information about their educational level you have suggested in the White Paper that to a large degree these are people with low educational standards.

Mr. Kent: If the immigrant is admissible on the basis of the normal educational standards, then, or course, there is no need for him to be sponsored.

Mr. Gray: But you told me when we first began these meetings that there were large numbers of people—although we did not have the exact numbers except for the last three years—who came as unsponsored immigrants, who could have been admitted as sponsored immigrants. I presume from that that there is no—

Mr. Kent: Excuse me. A large number came as unsponsored who—

Mr. Gray: A large number came as sponsored who—

Mr. Kent: You had it the other way around, sponsored who could have come as unsponsored.

Mr. Gray: Yes, and you never suggested at any time that there is any policy or that there has been any policy of the department that you look at someone's skill and if his uncle wants to call him you say, "Do not come as a sponsored immigrant. Apply as an unsponsored immigrant." You have never tried to do that, over the history of the department.

Mr. Kent: No; why should we? I am sorry, I do not understand.

Mr. Gray: You were just saying before I interjected that there is no reason why some-

one who could be unsponsored would come as a sponsored immigrant.

Mr. Kent: There would not normally be a reason why he should. If he comes as a sponsored immigrant means that an acceptance of certain financial obligations and so on—

Mr. Gray: But surely you will agree that most people came almost automatically as sponsored immigrants because their relatives took an interest in them.

Mr. Kent: Well, I do not think it is as automatic as that.

Mr. Gray: What I do not want to leave as a suggestion here is that there is some process in the history of the department since the war whereby the immigration officers, in effect, attempted to suggest to people that if they have skills, even though their relatives are calling them to this country, they should apply as unsponsored immigrants rather than as sponsored immigrants? That step, or approach, was never taken, was it?

Mr. Kent: No, certainly not.

Mr. Gray: How do you define "basic educational level"?

Mr. Kent: The basic educational level, of course, is normally measured by the number of years by Canadian standards in the normal school system, in grades, sections, or whatever it may be.

Mr. Gray: You mentioned Dr. Deutsch. We have not got the transcript of his evidence yet, but it seemed to me that his references to skills were linked to experience for different types of jobs and that he did not base his comments at all on formal education. And he also referred, I think, to the ability to learn.

Mr. Kent: I do not think that the evidence that Dr. Deutsch put before the Committee related entirely to occupational skills as distinct from educational skills. On the contrary, some of his figures related most definitely to educational levels.

Perhaps I could speak for a moment about the experience that all the provinces have in the vocational technical training programs that we support. Here, of course, the consistent experience is that, although many people who, at the moment, lack an occupational skill can acquire it with training, if they have relatively low basic educational levels. Then they have to be upgraded in the equivalent of academic education before they are able to take the occupational course.

Mr. Gray: Mr. Kent, I attempted to make a note of Mr. Deutsch's answer to a question in which he was asked to define skills, and he said that this is not a hard and fast thing. It is something that requires some formal training, or experience, which can be obtained on the job.

Mr. Kent: Well, certainly; but this was one remark of Dr. Deutsch's in relation strictly to skills. A great deal of his evidence, as I think the Committee will recall, related to the decreasing educational levels which for many occupations employers were asking for. He produced a number of these figures.

Mr. Gray: That is true, Mr. Kent, but I just wanted to remind you that although Dr. Deutsch seemed to emphasize the need for skills, he certainly seemed to put a much broader interpretation on the definition of the term than you appear to be doing.

Mr. Kent: I was not attempting to define skills. I think the definition that Dr. Deutsch gave was fine.

Mr. Macaluso: I have a supplementary to that, Mr. Chairman. I asked you, Mr. Kent, at one of our first meetings, if you would include, in the skill, the ability to learn. You said No. Dr. Deutsch disagrees with that, and says that would be included, as far as he is concerned.

Mr. Kent: Not in the definition of a skill. It is not part of the definition of a skill.

Mr. Macaluso: Educational level is a skill, Mr. Kent, I think, and the record will show that.

Mr. Gray: We have not got the transcript here and the Committee may want to invite some of the people back after they have read the transcript. Are you suggesting that education is the same as intelligence? You are not attempting to equate basic intelligence with education?

Mr. Kent: I cannot think that anybody would ever do that.

Mr. Gray: Thank you. In that case, let me put it another way: It seems to me that I have read that psychologists in the field of learning make distinctions between broad areas of verbal skills, number skills, manual skills, and so on. In other words, there are people who can be very good at mathematics and terrible at learning languages, and so on and so forth. Surely it is very possible that someone may have a very good basic education, over and above the level that you have mentioned to

us, and be totally lacking in manual skills, for example, to enable him to move from some occupation using words into some occupation requiring him to work with his hands.

Mr. Kent: Certainly.

Mr. Gray: Well, how does this basic approach, based as it is on basic educational levels, take into account that reality?

Mr. Kent: If I may I will read the sentence, Mr. Gray: "While there is no perfect measure of adaptability, the best indication we have is a man's basic educational level." I think this is a statement which is confirmed by all experience and all research that has been done in this field. It is the best indication we have. It is far from perfect. If any other convenient measure could be found, everybody would be delighted, but as I tried to suggest in the few remarks I made earlier, and as is suggested I think in the paper on our selection procedures, the problem is that any other method is more complicated, more expensive and requires more trained staff.

Mr. Gray: It might be more realistic.

Mr. Kent: Certainly, it could be improved. There is no question of that at all.

Mr. Nasserden: Mr. Gray, could I pose a supplementary question? Has the department any record regarding the number of people who were trained or untrained and who came to Canada and then decided to return home?

Mr. Kent: No, not specifically. I do not know whether there is anything you can give as samples on that, Mr. Beasley?

Mr. Beasley: I do not know of any studies specifically oriented to that particular question. As was mentioned earlier, there have been some studies on the motivation and the causes for people returning, particularly to the United Kingdom, and this is where I think the greatest amount of information is available, but even this I do not think specifically relates to the question that was put.

Mr. Gray: How does this concept take into account the fact that people may want to come to Canada from countries where there are very poor systems of education, or where there is not a compulsory requirement for education?

Mr. Kent: Well, it does not take that into account. The basis of the system, as I indicated, obviously is that since the ability to earn a good living in Canada nowadays—in the modern, North American type of economy—seems to be rather closely related to educational

levels, if Canada wants a good number of immigrants and there are a fair number of applicants, then if they are chosen according to their educational level they are going to fit in more easily.

Of course, those who come with a lower educational level will fit in, many of them with more trouble and with much more public expense, because it is reasonable to assume that they, as with so many Canadians, in the situation today increasingly need more education and more training in order to become able to hold better jobs.

Mr. Gray: But with respect to the 900,000 who have come here you do not have a complete statistical picture that will demonstrate that?

Mr. Kent: I have not made any statement about the 900,000. I made a general statement about work force experience in the modern economy and went on to comment that that creates a policy choice on whether we bring people here who already have occupational skills or educational qualifications, or people without those occupational qualifications or educational qualifications; in which case, there is every reason to think that, as in the case of Canadians who are unfortunate enough not to have very high qualifications, they are going to need a great deal more training before they are able to earn a Canadian standard of living.

Mr. Gray: Might I just ask a supplementary question on this point. If I recall, John Stuart Mill was educated entirely at home. He never had any degrees at all.

Mr. Kent: He could write in Latin when he was three and in Greek when he was four, or something.

Mr. Gray: Yes; and by your approach he would not be admissible to Canada.

Mr. Kent: There are other things. If he had been taught by James Mill he might have been regarded as meeting any educational qualification. His father was his tutor, you know.

Mr. Gray: According to the proposed selection procedures how would an immigration officer take that into account?

Mr. Kent: Well, there is no difference between the proposed selection procedures and the current selection procedures on this point. They are exactly the same. I think there is no likelihood at all that those procedures would ever be applied so rigidly that they would rule out John Stuart Mill.

Mr. Gray: Well, that is because you now know who he is.

Mr. Kent: John Stuart Mill went through a very rigorous educational process. It happened to be administered by his father.

Mr. Gray: How would that be demonstrated to an immigration officer?

Mr. Kent: I think if he demonstrated his ability to write Latin and Greek at the age of three and four, or whatever it was, he would have no trouble in proving it.

Mr. Gray: Except that the immigration officer would not be able to administer those tests.

Mr. Roxburgh: I just wanted to ask you a supplementary on the previous question. You have mentioned those people who did not have an education. What I was going to suggest was that they could not come over just as straight immigrants; they would have to come over as sponsored immigrants.

Mr. Kent: Under the present regulations.

Mr. Roxburgh: Do you not think, from the records that you have, that where an immigrant is sponsored by relatives they generally have a position for them already, and they are looking after them? Would it cost as much to bring them up to standard as it would we will say, one of our own who had no sponsorship but was of the same class of education?

Mr. Kent: If anything, obviously the sponsored immigrant is much more likely to be able to settle down successfully; and that, of course, is suggested in the White Paper,—that other things being equal, clearly the man who comes with relatives to help him after he gets here is going to find the process of adaptation, of settling down, a lot easier. The question is how you, in effect, hold a balance between the advantage that the man has because he has the occupational or educational qualifications on the one hand and the advantage of having relatives to help him. Both factors count and one has to hold a balance. I think that is the argument in the White Paper.

Mr. Roxburgh: In paragraph 42 you say—

The Co-Chairman Mr. Klein: Mr. Cameron, have you a supplementary?

Senator Cameron: If you study the analysis of the unemployment figures over the past number of years, you will find that the first people to be laid off on all occasions are those with the lowest educational standards. I am not trying to defend, or to put words into the

mouth of, the department, because I am sure that they must have this in mind, but based on the records we have—and this does not break them down into new immigrants or old immigrants—it has been demonstrated without question that the big percentage of people unemployed are those with the lowest educational standards.

Mr. Kent: Those are the statistics that we filed, Senator.

Mr. Gray: In paragraph 42 you state—

Mr. Badanai: It depends on the type of work that they are doing. I would not accept that statement at all.

An hon. Member: You do not have that breakdown.

Mr. Gray: Yes, I think, to be of value, those types of figures will have to be broken down into country of origin and so on.

Mr. Macaluso: Or native born.

Mr. Gray: In any event, Mr. Kent, if you look at the top of paragraph 42 you say: "These considerations set limits to the number of sponsored immigrants who can be absorbed without regard to their qualifications. The limitation does not, of course, apply to sponsored immigrants who are not entering the labour force, who are coming as the dependents of other immigrants or of Canadian citizens".

There is certainly no law that these people cannot enter the labour force after they arrive. Do you agree with that? I mean their wives will go to work, and the children will grow up and go to work, and so on.

Mr. Kent: I am not quite sure that I understand the question.

Mr. Gray: You say: "These considerations set limits to the number of sponsored immigrants who can be absorbed without regard to their qualifications. The limitation does not, of course, apply to sponsored immigrants who are not entering the labour force, who are coming as the dependents of other immigrants or of Canadian citizens". I am trying to suggest to you that the second quotation from the White Paper really does not have much meaning, because if somebody comes into Canada as a dependent, even by your definition, there is nothing to prevent that person from entering the labour force.

Mr. Kent: Surely I do not understand, Mr. Gray, that you are suggesting that the entry of somebody who is a dependent—a wife, a child or whatever it may be—of somebody in

Canada should be judged according to whether or not he will be able to enter the labour force? He is coming as a relative; he is supported by a father or a husband, in any case.

Mr. Gray: I am not suggesting that at all. I just pointing out that although you draw this distinction—and I say “you” I mean you and the department collectively—in the White Paper, actually, to be realistic about it, a dependent even by the most narrow definition could end up in the labour force, and often does.

Mr. Kent: Of course; but that does not alter the fact he is a dependent and should be treated as a dependent, surely, from this point of view.

Mr. Gray: I have just one further question. In paragraph 43 you point out that in order to provide sponsored immigrants “—with worthwhile assistance, the sponsor should be well established himself, economically, socially and culturally, and should have identified himself as a person who has made Canada permanently his country. In becoming a Canadian citizen, an immigrant demonstrates that he has decided to sink his roots here, that he is prepared to accept responsibility, and that he thereby is entitled to the privileges of a citizen.” I, myself, am very strongly in favour of people taking on their attributes as a citizen as soon as possible, but surely the department is not suggesting that citizenship is some automatic guarantee of economic strength.

Mr. Kent: No, certainly not. It is suggesting that by having qualified for citizenship and having, in fact, taken out citizenship, the immigrant is giving evidence of having made the decision to settle down permanently in Canada, and of having been here long enough, probably, to have adapted himself, and so on.

Mr. Brewin: May I ask a supplementary on that, Mr. Chairman? I cannot follow why a person who happens to have applied for and succeeded in getting citizenship is in a better position to sponsor people, or should be given any advantage over the person who has lived for five years in Canada and is otherwise fully qualified and has not applied for citizenship, or especially why there should be any advantage over a person who has applied for citizenship and, as often happens, has been turned down for reasons which the relevant departments refuse to disclose. It seems to me to be introducing into this question of immigration an element of citizenship which is totally without relevance and justification. I would like to know what the real thinking is behind this bringing of citizenship into this

picture. Is it a bonus for a fellow who happens to have applied for and received his citizenship? Supposing he had been turned down by the judge because his English was not very good, or something, but he was otherwise fully able to sponsor a relative, why should he be discriminated against?

Mr. Kent: The thinking, Mr. Brewin, as far as I am aware, is exactly as it is described here.

It is, of course, very difficult to make arbitrary judgments on whether one person is more qualified than another to be a sponsor. The one test which is used at the moment is the modest test of financial capacity. I think most people would feel that it would be a great pity to carry that test very far; up to a point it is obviously necessary, because the whole nature of sponsorship is the acceptance of a degree of what could turn out to be financial responsibility, but I think one would not like to see it applied on any very rigorous scale, so that you have to have any substantial amount of money in order to sponsor. What other evidence is there of a man's having settled down in Canada to the point at which it is a reasonable decision for the country that his relatives should come, in spite of their not being able to meet the standards otherwise; because if they can meet the standards otherwise, it is academic. He may, or may not, sponsor, but it is not going to determine whether or not they enter the country.

They, having been here for five years, having decided to take the conscious act of citizenship, does seem, in most cases, to be a reasonable standard. That is the suggestion here. It is weakened, I think one must admit, by what are perhaps imperfections in the process of granting citizenship, but perhaps the solution would be to overcome the imperfections.

Mr. Macaluso: I think the answer, Mr. Kent, is provided in your clause 46 on page 20, where you speak of slowing the chain of explosive growth of that particular individual for five years. A chain of immigration really is not a matter of citizenship. Clause 46 says: “If citizenship is a condition of sponsoring non-dependent relatives, the sponsored movement will lose its potential for explosive growth.” That is the answer, really. It is not a matter of citizenship.

Mr. Kent: That is not the—

An Hon. Member: There is the five years residency.

Mr. Kent: It is not the answer to Mr. Brewin's question, as I understood it, because there would be other ways. If the objective was simply to slow the growth—stop the potential for rapid growth—then there would be other ways of doing it.

Mr. Gray: Exactly what does citizenship, as such, add to the ability of someone to sponsor someone from another country?

Mr. Kent: I do not think there is any suggestion in the White Paper that it adds to their ability.

Mr. Gray: If it does not add anything, what is it in there for?

Mr. Kent: The suggestion is that it is a convenient measure.

Mr. Gray: Measure of what?

Mr. Kent: As satisfactory a measure as can readily be suggested of having settled down in the country, to the point where it is reasonable that the privileges of sponsorship of relatives who would not be otherwise qualified should be available to that person.

Mr. Gray: What is wrong with the economic test you use now?

The Co-Chairman Mr. Klein: Before you leave that, may I interrupt to ask for a motion to regularize the last meeting which was held on the evening of Tuesday, December 6, 1966. May I have a motion to the effect that the minutes of the meeting on the evening of December 6, 1966 form part of the records of the Committee.

Mr. Badanai: I so move.

Mr. Ryan: I second the motion.

The Co-Chairman Mr. Klein: All those in favour of the motion. Those opposed?

Motion agreed to.

Mr. Gray: Let me see if I understand this? You did not have a chance to answer the other question I asked you. What is wrong with the existing tests of measuring a sponsor's attachment to the economy of the country, or the life of the country?

Mr. Kent: There was no suggestion that there was anything wrong with them, and the White Paper does not propose any change in them. It proposes the addition of the citizenship requirement for the broader sponsorship.

Mr. Gray: Why? You say that there is nothing wrong with the existing measures; you say that being a citizen does not add anything to them; and yet you propose that citizenship

be made an additional test. To be perfectly frank with you, if you cannot give us some reasons I am sure it will be very difficult for the Committee to follow the proposal in this regard in the White Paper.

Mr. Kent: I think that you did not really intend, Mr. Gray, to suggest that was the structure of the argument in the White Paper.

The White Paper starts out with the proposition that the existing discriminations make the sponsorship rights from most parts of the world very narrow indeed, that those restrictions should be removed and that sponsorship should become fully and genuinely non-discriminatory and universal. This in itself will, of course, considerably increase the volume of sponsored immigration over the years. Certainly if the general attempt to carry out a non-discriminatory policy is successful, this will increase the number of non-sponsored immigrants.

At the same time, the White Paper recognizes that the non-sponsored immigrant entering, possibly with very low occupational and educational qualifications, is going to have difficulty in fitting into Canada—a far greater difficulty than is measured by the sort of help that is represented by the very modest requirements regarding the financial ability of the sponsor. Therefore, it is suggested that in those circumstances, in order to get a reasonable balance between, on the one hand, the economic prospects of the individual immigrant and the economic requirements of the country and, on the other hand, the claims of family relationship, it makes sense to make the broader claims to sponsorship outside the immediate family related to citizenship rather than to merely having arrived as an immigrant. That is the structure of the argument.

Mr. Gray: The present rules do not permit someone to sponsor someone from another country merely by the first person having arrived as an immigrant.

Mr. Kent: Provided he meets the financial requirements.

Mr. Gray: The White Paper conveniently does not mention that, but let us not leave it out of these discussions.

Senator Pearson: You have the five years before you can get the citizenship rights. Would it not be possible to say in it that a person can sponsor a relative or someone else who, after he has been in this country for five years, shows his responsibility and his ability to make a living for himself and his family, et cetera? Why should he have to have citizen-

ship papers before he can do this sponsoring? I would think that if he could show his responsibility by being here for five years and earning a living and establishing himself he should have the right to sponsor.

Mr. Kent: The five years is the important consideration. On the other hand, I suppose it could be felt that the act of taking out citizenship identifies the man with the country. It means that he is not thinking of moving on to the United States, so that there is that additional reason for it. Certainly, the five years is the main point.

Mr. Macaluso: What happens when you get an applicant before a so-called president of a citizenship court who keeps remanding his application for one year, or two years on some very unsound ground? There are many examples of this before the registrar's branch at the present time. What happens when he has been waiting eight or nine years?

Mr. Kent: It would be improper for me to comment on that.

Mr. Macaluso: It was in the department before, and the examples are there at the present time.

Mr. Gray: I have one final question and then I will give the floor to someone else.

It is clear that, with respect to western Europe, if these proposals are adopted there will be a certain narrowing of the classes of immigrants that a non-citizen will be able to sponsor as against what he can sponsor today.

Mr. Kent: Until he becomes a citizen; that is right.

Mr. Gray: Have you taken into account the possibility that the effect of that would be to reduce the incentive of the potential sponsor to work very hard during the first couple of years, as he has now, to build up enough economic strength to be able to sponsor someone as soon as possible?

Mr. Kent: That would be a factor very difficult to measure, of course, like so many factors of that kind. I suppose there could be some tendency of that kind, but certainly there is no evidence to suggest that it would be substantial. It does not seem likely that it would be.

Mr. Gray: There is no evidence to suggest that it would not be substantial, either.

Mr. Kent: There is no evidence to suggest a good many things which are extremely unlikely.

Mr. Gray: Including some of these proposals.

Mr. Brewin: I hope I am not going to ask a question which has been dealt with before but I had to be away elsewhere for a couple of weeks and missed from the meetings of this Committee. I have read with interest the document given to us called "Selection and Counselling of Un-sponsored Immigrants". I was wondering to what extent this is going to be incorporated in the White Paper.

Section 47 on page 20 deals rather cursorily with the subject of un-sponsored immigrants. On the other hand, this supplement sets out the situation in such a way that I think anybody wanting to read this White Paper and understand the policies should have it; it should be made available to them.

Frankly, one of the difficulties that I have found in dealing with immigration matters is in groping to find out what the policy is in regard to some of these matters, as for example, educational standards. I think it would be very helpful to have something like this which sets out what the educational standard is. If somebody thinks it is too rigid, or too high, or that it ought to be changed, then they can do something about it. But if you have in your regulations just the present general regulation, which it apparently is proposed to continue you do not have this information. I fully appreciate that it would be impossible to spell out—and I do not think it is intended to spell out—the precise criteria of selection. For example, we cannot expect you to spell out the 400 occupations.

Mr. Gray: Why not?

Mr. Kent: Forgive me for interrupting, Mr. Brewin, but we have done. We have tabled these documents.

Mr. Brewin: I have not seen that. My education has been neglected. I would like to have that. I think this will be very helpful. The point I really wanted to make was that I think it is important that immigrants, or prospective immigrants, to Canada, who come under the un-sponsored immigrant class, should have some reasonable definition of the standards so that they can judge for themselves whether they are likely to be admissible and so that those who advise them can have some knowledge of what are the qualifications.

I have not seen this red book yet, but I would like to have incorporated somewhere in the White Paper—and perhaps the mention of this in the minutes is enough—the references to un-sponsored immigrants spelled out so that

we in this Committee, and others, can give consideration to whether the regulations themselves cannot go into a little more detail than the present regulation 31 does, in order to give immigrants and their advisors a greater knowledge in this matter.

Mr. Kent: The reason, of course, for doing it this way was that in the White Paper the attempt was merely to state the general principles, and in this area there was no suggestion that those principles should be changed. This is a description of the procedures as they have been for some time. We are attempting to improve them in many ways.

There is no rigid commitment on the part of departmental administration to the particular procedures and standards used at the moment. We feel that we are engaged in a process of attempting to improve them within the general principles of the policy as defined here, so that this represents a much more temporary stage in the process than the attempt to define the broad principles in the print of the White Paper.

Mr. Brewin: I do not know, and perhaps I should ask you, Mr. Chairman, or either of the Chairmen, to advise me what status this Selection and Counselling of Un-sponsored Immigrants has? Will it be made part of the minutes of the proceedings?

The Co-Chairman Mr. Klein: I do not think it was intended to be made part of the minutes of the proceedings. I think it was intended to be circulated for the information of the Committee in determining what kind of report should be made on the White Paper. I do not think it was meant to be incorporated. I cannot see any objection to its being incorporated if you so desire.

Mr. Brewin: I would like to have it in because, as I have said, many of us have groped around to find out what the basis of sponsorship is. I know the background notes that were given when the White Paper was presented which incorporated some of this material, but some of us have been in this field for years without having had it spelled out.

The Co-Chairman Mr. Klein: Would you like to move the incorporation of this document in the minutes?

Mr. Brewin: I so move, that this document be incorporated as an appendix to the minutes of today's proceedings.

Mr. Macaluso: I second the motion.

The Co-Chairman Mr. Klein: All those in favour of the motion? Those opposed?

Motion agreed to.

Mr. Gray: On page 3 of this document there is a section headed "Occupational Qualifications".

The Co-Chairman Mr. Klein: Mr. Gray, I do not want to interrupt you, but I have on my list Mr. Brewin, Senator Cameron, Senator Pearson, Mr. Dinsdale and Mr. Macaluso.

Mr. Gray: You are quite right. All I wanted to point out is that there are about five different types of material apparently used to assess occupational qualifications. I was going to suggest to you, Mr. Chairman, that the Committee might want to have available to them for study each one of these five different classes of information.

Mr. Kent: The documents which have been referred to in the section on occupational qualifications have all been brought and placed on the table. If the Committee wants, them, they are there.

The Co-Chairman Mr. Klein: I do not think there are enough to go around.

Mr. Kent: Oh, I am sorry. I am assured that there are plenty of copies of each document, Mr. Chairman.

The Co-Chairman Mr. Klein: Are there enough of these black books?

Mr. Kent: Not of the red books; but of all this other material.

The Co-Chairman Mr. Klein: Is there enough of this other material to go around?

Mr. Kent: Yes; there are 25 copies. There are no more than 25 members on the Committee.

The Co-Chairman Mr. Klein: Each one will receive a copy. I think you should distribute them. There are two volumes, are there?

Mr. Kent: No; we were referring to the material which Mr. Gray or Mr. Macaluso mentioned, which is not in the black book, is it?

Mr. Curry: No; we tried to order a sufficient number of the back books to put on the table so that any member of the Committee who wanted to pick up a copy and read it, could do so and, then, perhaps pass it on to another; but we can provide you with enough of these.

Mr. Macaluso: Why cannot each member have a copy? Mr. Chairman, I would suggest that that be made a motion. We do not read them there—

Mr. Kent: I am told that there are 25 copies of the occupational qualifications.

Mr. Curry: You had better give the details of what has been tabled tonight, and it can be supplemented as fully as the Committee wishes. Volumes I to IV of our manual Basic Information on Canada—there are three copies of it here now. There is the Occupational Assessment and Distribution Guide of which there are 30 copies here; Volumes I and II of the Immigration Counselling Handbook of which there are three copies here at the moment; Department of Labour Occupational Monograph series of which there are three copies; the International Standard Classification of Occupations, three copies; they are rather massive ones; Monthly Regional Review and Highlights Report, 30 copies; Monthly Regional Report on Unfilled Opportunities in Canada, 30 copies; Policy Statement, which was distributed earlier, 30 copies.

Mr. Macaluso: Mr. Chairman, I would suggest, perhaps, that we should have a motion that sufficient copies of all documents be made to be distributed to members of this Committee, because we do not read them here. They are tabled, but we read them in our offices at night, if we get the chance. Certainly they should be able to provide each member with a copy of all documents.

Mr. Curry: Mr. Chairman, we can respond to this, but it was indicated the other night, I think, that the Committee felt it was unnecessary to reproduce and bring a copy for every member. I think some of the members themselves suggested that two or three copies would be sufficient.

Mr. Gray: To simplify this may I make a suggestion? First of all, I think the members are most interested in the departmental publications. Secondly, to save the officials some trouble and work, perhaps, those here who would like to have these other documents would indicate and they could be distributed to their officers before the next meeting. Those who do not feel that they need them would not be burdened with them. Is that a suggestion that might meet with the favour of the group here, Mr. Chairman?

The Co-Chairman Mr. Klein: Since you are making them, it might be well to make a copy for every member of the Committee. That is my view.

Mr. Kent: I am afraid, Mr. Chairman, that there are going to be some practical problems about the providing of a complete number of

copies of some of these documents which are ones that are not normally used in anything like this quantity, but we will do our best.

I wonder if it would be helpful, Mr. Chairman, if we did our best to get all available copies for the next meeting, or have distributed direct to members those documents of which we have enough copies, and then we will report to you what gaps there are and what delays, if any, we anticipate in obtaining copies for everybody. In the light of that, perhaps, the Committee would want—

The Co-Chairman Mr. Klein: It is the intention to provide copies of all these documents to all members?

Mr. Kent: As far as we possibly can, Mr. Chairman.

Mr. Gray: With all due respect, may I suggest that they be available before the Committee completes its consideration of this chapter, so that any points that members may derive from their study of these documents could be used in our discussions? If the Committee completes its discussion of this chapter before it gets the departmental publications, they will not be of much direct use.

Mr. Macaluso: It is the most important chapter in the whole of the White Paper, Mr. Chairman.

The Co-Chairman Mr. Klein: Mr. Gray, it will be, I believe, the duty of this Committee to discuss this report, and discuss all the material *in camera* and make certain suggestions.

Mr. Gray: The Chairman is making a constructive point. May I respond to it? The value of this material is in how it will assist the members in questioning the various officials who are before us. I do not think it will be of value to the Committee to have this when we are discussing the report *in camera*, because we will not be able to test whether questions may or may not be well-founded unless we can ask the officials concerned about the points which we may derive from a study of the departmental publications.

The Co-Chairman Mr. Klein: Mr. Gray, here is just one volume.

Mr. Macaluso: That is fine. What is wrong with it. If you are going to do the job properly, Mr. Chairman, you have to have the equipment to do it with, and we cannot—on a point of order, I have the floor, Mr. Chairman—question properly without the material before us.

Mr. Munroe: Mr. Chairman, I think we have 30 copies of this Selection and Counselling of Unponsored Immigrants now, do we not?

The Co-Chairman Mr. Klein: That is right.

Mr. Munro: Could one of each of these not now be distributed to the Committee and get that done with. As I understand it, the next item is the red book. I do not think anyone is seriously suggesting that we should make 30 copies of that book.

Mr. Kent: May I make a comment for information, Mr. Chairman. We had not thought, I must admit, that every member of the Committee would want this pile of documents which are the ones that Mr. Curry referred to as Basic Information on Canada. These, I am sure, contain information which most of the members of the Committee already have. It is primarily designed to keep up to date the men who are posted overseas for some years.

Mr. Macaluso: I am not concerned with the instructions they receive overseas.

Mr. Curry: Mr. Chairman, might we ascertain which members of the Committee seriously want—and very quickly—a set of those four volumes? There are three sets here.

Mr. Macaluso: When could they be obtained? When will they be here, Mr. Curry? We cannot read them during the course of the Committee hearings. We read them at night, or on weekends.

Mr. Curry: Mr. Chairman, might I reply to Mr. Macaluso? I was merely asking if we could find out which members of the Committee would like a full set to take away with them.

Mr. Badanai: What do they contain?

Mr. Curry: They contain a great deal of material, Mr. Badanai, on the opportunities and the nature of job chances all over Canada. This is basic information about Canada.

Mr. Dinsdale: What are the titles of the publications?

The Co-Chairman Mr. Langlois: Basic Information on Canada for the Guidance of Immigration Officers.

Mr. Dinsdale: And the other volumes?

The Co-Chairman Mr. Langlois: The Selection and Counselling of Unponsored Immigrants.

Mr. Munro: We can distribute that now. There are 30 copies of it.

The Co-Chairman Senator Langlois: Immigration Counselling Handbook, Department of Citizenship and Immigration.

Mr. Gray: I would like them all.

Some hon. Members: So would I.

Mr. Roxburgh: I certainly do not want them all, Mr. Chairman, because I will not look at them. I am quite honest.

Mr. Curry: The logical effect, Mr. Chairman, is that if there are more than three members of the Committee who want that four volume business on the Basic Information on Canada, we can, naturally, produce as many as the Committee wants, but we cannot do it quickly because massive reproduction will be required.

Mr. Gray: May I ask a question, Mr. Curry? I gather from page 3 that this information is used by the selection officers?

Mr. Curry: Yes.

Mr. Gray: How many selection officers are there in the department?

Mr. Curry: The selection officers are overseas.

Mr. Gray: How many are there?

Mr. Curry: Altogether?

Mr. Gray: Yes.

Mr. Curry: Probably close to 200.

Mr. Gray: 200.

Mr. Curry: In the whole world.

Mr. Gray: What would happen if you suddenly decided next week to expand your complement by 20 more selection officers?

Mr. Curry: We have frequently put officers into existing offices, and they would share the material which was already there.

Mr. Kent: However, that is not a decision which, in fact, is ever possible.

Mr. Macaluso: Mr. Chairman, through you, do I understand that Mr. Curry said that those books contain what jobs are available?

Mr. Curry: No. Could you explain it, Mr. Beasley.

Mr. Beasley: This is a survey of recent divisional census, indicating the physical, social and economic facilities available in each census division; that is, the industrial sites, the schools, the hospitals and the social amenities which are available, by each locality, by each census division.

Mr. Macaluso: That is in the set of four volumes that you have?

Mr. Beasley: This is in the green book. This is basic information about the physical and social conditions of the various areas in Canada. It is nothing more than that.

Mr. Munro: Mr. Chairman, may I make a motion? In the case of these four volumes on basic information on Canada for the Guidance of Immigration Officers, could we place the three that are here in the Clerk's office to be available for members to take to their offices or homes, at their pleasure, and to be signed for? I think it would be a very interesting exercise to determine just how many members take them out and read the four volumes of some countless thousand pages. Rather than put the taxpayers to the expense of reproducing the four volumes, I think those members who are interested—and undoubtedly there are many who are very sincerely interested—could take advantage of this facility and go to the Clerk's office and borrow them and make all the necessary investigation they wish.

Certainly, with reference to these four volumes, I would move that the three be placed in the Clerk's office and made available to the members of this Committee.

Mr. Roxburgh: I will second the motion.

The Co-Chairman Mr. Klein: I take it that that has been agreed to unanimously?

Some hon. Members: Agreed.

Motion agreed to.

Mr. Gray: Mr. Chairman, where is the book entitled "Occupational Assessment and Distribution Guide"?

Mr. Kent: I think you have it in your hand.

Mr. Gray: Is this the same as the book entitled "Selection and Counselling of Un-sponsored Immigrants"?

Mr. Kent: No.

Mr. Gray: Let us see if we are talking about the same book.

Mr. Curry: The Selection and Counselling of Un-sponsored Immigrants—is that the one you have there now?

Mr. Gray: Yes, that is right.

Mr. Kent: Mr. Gray, it is under the same cover.

Mr. Kent: It is in the same cover.

Mr. Gray: You are saying that in this black cover, the volume entitled "Occupational Assessment and Distribution Guide" and the

departmental manual entitled "Immigration Counselling Handbook" are to be found in their entirety, as of this moment?

Mr. Beasley: No. The Occupational Assessment and Distribution Guide is the book you have in your hand. The Counselling Guide is the large black one in front of me.

Mr. Gray: I am sorry, Mr. Beasley, I apologize. I missed your answer.

Mr. Beasley: The book you have in your possession, Mr. Gray, is the Occupational Assessment and Distribution Guide. The Immigration Counselling Handbook is the large black one that the Chairman has at the table here.

Mr. Gray: This may be a foolish question, but why the title?

Mr. Beasley: There are 30 copies of that available and I believe they have been distributed now.

Mr. Gray: This book with the label saying "Selection and Counselling of Un-sponsored Immigrants" is exactly the same thing as the one referred to in this paper as "Occupational Assessment and Distribution Guide"?

Mr. Beasley: This paper goes with that, yes.

Mr. Gray: No, no, that is not my question. Let us start again. I am holding in my hand a book with a black cover. It is entitled "Selection and Counselling of Un-sponsored Immigrants". Is that the same thing as the volume referred to on page 3 of this additional paper as, "occupational assessment and distribution guide"?

An hon. Member: Yes.

Mr. Gray: You are saying yes.

An hon. Member: Yes, we are.

Mr. Gray: And does this volume with the white label headed "selection and counselling of un-sponsored immigrants" also include what this paper refers to as a departmental manual entitled "Immigration Counselling Handbook"?

Mr. Kent: Mr. Gray, I think perhaps I can explain. The title which was put on that black book was "Selection and Counselling of Un-sponsored Immigrants". The reason for that title is because it was to be presented along with this piece of paper of which that is the title. It has the normal departmental name inside, but the name put on the cover was the name which identified it with this document.

Mr. Brewin: Mr. Chairman, I was asking Mr. Kent a few questions. I have a question or two that I want to ask on the matter of visitors. Perhaps I should defer to some of the others who are here and you can put me on the list for a later question on this.

An hon. Member: Are we through with the books?

Mr. Roxburgh: Before you leave the books let us be honest about this. There are a few of us who are really interested in going into these books, and that is fine, but there are others here—and I am one of them—who just have not got the time to do this.

I was wondering if those three that you have could be added to the suggestion that Mr. Munroe has already made. There is absolutely no sense in putting the department to the trouble and expense of doing all this. This is general information.

I would like to move that the books be placed in the Clerk's office so that any member who wishes to can examine them.

Mr. Macaluso: Surely it would not take up too much time to prepare two of those volumes. Instead of the hard cover it could be a paper cover. It is impossible to tell how much time it would take to prepare those.

Mr. Curry: There are three sets of these now, just as there were of the other document you got.

Mr. Macaluso: Surely it would not take much time to prepare that for each member of the Committee.

The Co-Chairman Mr. Klein: We will make 36 copies available. Does that straighten out the books now?

Senator Cameron: Mr. Chairman, everyone here is on anything from 5 or 6 to 7 or 8 or more committees, and I am on 9. Every one of them has a stack of stuff like this. It is just impossible to get through it.

Is it not possible to condense the essence of what is in some of these briefs, and then if anybody wants the details they can go back to the original source.

Mr. Kent: If I might comment on that, Mr. Chairman, this is what we have tried to do. I think that in this piece of paper we have in fact put down about all of this process that is of interest to almost anybody.

Senator Cameron: Is this the one you handed out tonight?

Mr. Kent: Yes, that is right. This defines the whole process. All the other documents are

the detail tools which the immigration officer in fact uses in doing his job, and which, frankly, we had thought members would like to be aware of, a few might like to inspect in detail, but we had not anticipated that there would be a general wish to go through them in detail. I mean we are entirely happy that they be gone through.

Mr. Ryan: Mr. Chairman, I think there are two views in this Committee, pro and con, in this matter, mainly because some of us have a great deal more in the way of immigration cases to handle, than do others.

The Co-Chairman Mr. Klein: Mr. Ryan, I think we have now settled it.

Mr. Ryan: I have handled hundreds of these cases, and I can assure you—

The Co-Chairman Mr. Klein: You are getting a copy of it.

Mr. Ryan: I can assure you that I would just love to have one of each of these books in my library to refer to in many difficult cases that arise daily and weekly.

The Co-Chairman Mr. Klein: You are getting a copy, as I understand it, of everything, with the exception of information about Canada itself for the overseas officers, and with the exception of this book.

Mr. Ryan: No; I would like to have that, too, having seen it.

The Co-Chairman Mr. Klein: Well, you can buy it for \$3.50.

Mr. Ryan: I now know what the book is, after having looked at it.

Mr. Macaluso: What is the difficulty in obtaining copies of the I.L.O. standards?

Mr. Kent: The only difficulty I am aware of, Mr. Chairman, is that it is an expensive book.

Mr. Macaluso: I am ignorant as far as shillings and pence are concerned. How much is that in Canadian dollars.

Mr. Curry: Three dollars and fifty cents.

Mr. Ryan: It may be American, I think. Twenty one shillings.

Mr. Brewin: Mr. Chairman, I find it very difficult to understand how we can have intelligent judgment about these plans for unsponsored immigrants without having available, at least for us to look at, or glance over, the documents which we are told are the bases for the application of policies.

I commend the department for telling us clearly that this is the basis for a policy and

for giving this Committee, and others who are interested, an opportunity to see what it is.

However, since it has been introduced, I certainly want to have a copy of it. I have not got this red book. I think it will enable me better to discuss this matter, not only in individual cases, but in respect to the recommendations of this Committee. If it costs \$3.50, I think it is a worthwhile investment.

The Co-Chairman Mr. Klein: Mr. Brewin, the department will supply every member of the Committee with a copy of that book.

Mr. Munro: Mr. Chairman, may I move a motion? As I understand it, the department is prepared to supply 36 copies of everything, including the I.L.O. book on the breakdown of skills, with the exception of the four volumes entitled "Basic Information on Canada", three copies of which will be placed in the Clerk's Office for reference by the members of the Committee.

Some hon. Members: Agreed.

Motion agreed to.

The Co-Chairman Mr. Klein: Are the other speakers in the same area, or in new areas? Senator Cameron, are you in the same area?

Senator Cameron: Mr. Chairman, like Mr. Brewin, I was away for about two weeks and I may have missed one or two sittings.

I have one minor question relating to paragraph 47 (b) (iii). It was touched on earlier. It says:

fiancé or fiancée, with accompanying unmarried son or daughter under 21;

Does this always mean that they are widowers, or widows? It is just a minor thing, but I wondered what was in mind there.

Mr. Kent: It is to cover the case of the fiancé of either sex who has children, presumably by a previous marriage.

Senator Cameron: Well, I assumed that.

Mr. Dinsdale: It uses the singular, Mr. Chairman.

The Co-Chairman Mr. Klein: It is in the generic sense. If they had three it would be all right.

Senator Cameron: Now, the other thing—and again I apologise if I missed this when I was away—is: Is it true that under even the Department of Immigration or the Department of Labour, no analysis was ever made (a) of the ethnic breakdown of immigrants, say, in the last 10 years; (b) the educational standards of the immigrants who came in in

the same period; and, if it is true that this information is not available, (c) what provisions are now being made for such analysis under the aegis of the new Department of Manpower?

Mr. Kent: Well, perhaps Mr. Beasley should answer for the history.

Mr. Beasley: Well, if I understand your questions correctly, Senator, information is available on the ethnic breakdown of immigrants who have come into the country, for, I think, 20 or 25 years.

Information is not readily available regarding the educational level of immigrants back beyond 1966, because prior to that time, and even yet under the existing regulations, education has not been the relevant or pertinent criterion in the selection of sponsored immigrants.

However, we have just begun to keep records, from 1966, of the educational level of the sponsored and the unsponsored immigrants.

Senator Cameron: A final question one relating to that: No attempt has been made to relate our unemployment statistics to immigration?

Mr. Kent: Not as a consistent policy, Senator Cameron. The philosophy appears to have been, historically, throughout the history of the immigration branch in its various forms, that once the immigrant was in Canada he was like anybody else and there would be no attempts to sort of trace him, or track him down, in terms different from those applied to anybody else.

In other words, he is included in the spotlight on the community that is given by the censors at 10-year intervals, by the labour force sample surveys at monthly intervals and so on, but he is not distinguished, as such.

Senator Cameron: I hasten to add that I am not casting any aspersions on the educational qualifications, or lack of them, of immigrants, because I have heard of employers being accused of diluting the labour force with immigrants—something that is very improper to do, because the immigrants are better workers than our own native-born.

The Co-Chairman Mr. Klein: Are you through, Senator?

Senator Cameron: Yes.

The Co-Chairman Mr. Klein: Before we leave this may I just put a question to you on the selection and counselling of unsponsored

immigrants? In the second paragraph, under the sub-heading on page 1, "The Selection Process," it says, in the opening sentence:

Ideally, the selection of immigrants would be carried out by top-flight professional counsellors located in adequate numbers in every country of the world...

Does this mean that the department recognizes that it does not have top-flight professional counsellors located?

Mr. Kent: Certainly, Mr. Chairman, we do not have top-flight professional counsellors. In order to have them we would, to begin with, have to pay very appreciably higher salaries than are provided for the selection officers, and such. This is not, obviously, in any way to suggest that they are not very good indeed at doing their job, but we could not for one moment suggest that they are professional counsellors.

Mr. Macaluso: Do they have 11 years of education?

An hon. Member: That is what I wanted to ask.

Mr. Kent: Most of them nowadays are university graduates.

Mr. Curry: It might be helpful to the Chairman and to the Members if we told the Committee what sort of persons are currently being recruited as selection officers today.

For the last three years all selection officers have been chosen from among university graduates, almost without exception and they are strictly chosen in competition with those other departments of government, such as External Affairs and Trade and Commerce, which also select their personnel from the universities. Every personnel selection officer that we have posted overseas, almost without exception, in the last two years or more has been of that type.

The only point made in this paper was that even that standard of person could, ideally, be improved upon by getting post-graduates—people with a doctor's degree, and so on—but they are just not available in Canada, and we could not hire them if we wanted to.

Mr. Gray: I think the department should be commended for the upgrading in this regard and for carrying it out in the past three years.

I want this on the record so that it will be noted that my remarks are not always critical.

The Co-Chairman Mr. Klein: Senator Pearson.

Senator Pearson: I just want to ask a question, Mr. Chairman. I understand that we are going to have a number of witnesses before this Committee. When do we start having the witnesses? Are we going to spend six months on this sort of picayune questioning of departments on their facts and figures? I am getting tired of this sort of stuff.

The Co-Chairman Mr. Klein: We hope, Senator, that we will get along a little faster than we are.

Senator Pearson: So do I.

The Co-Chairman Mr. Klein: Let us hope that the session that will ensue—

Senator Pearson: When do we start having witnesses?

The Co-Chairman Mr. Klein: I do not know whether you were here at the last meeting, Senator, but it was decided that we would call for briefs from the various ethnic groups and the Chambers of Commerce and so on, and that we would make the target date January 30, with the proviso that if any group wanted an extra delay it would be granted at the discretion of this Committee, provided that the desired delay was not too far extended. After these briefs are in, the Committee will then decide which groups, as determined by the briefs would be called as witnesses before the Committee.

It is possible that some witnesses may start to appear right after recess, but I do not anticipate that any witnesses will be called before that.

Mr. Ryan: Mr. Chairman, it should be pointed out that some things are a lot more important to Members than they are to Senators.

Some hon. Members: Hear, hear.

Mr. Ryan: Particularly in this area.

The Co-Chairman Mr. Klein: Are you through, Senator Pearson.

Senator Pearson: I am.

The Co-Chairman Mr. Klein: Mr. Dinsdale.

Mr. Dinsdale: Mr. Chairman, I would like to pursue briefly the comment on page 18, paragraph 40, where it emphasizes the humanitarian aspect of immigration policy. I know I am intruding slightly into Chapter IV, but I have to do so to ask my question: Does that mean that there is going to be a change of attitude in regard to the admissibility of immigrants with a record of mental illness,

with a record of physical illness, or with minor criminal offences?

Mr. Kent: That is discussed in the next chapter, Mr. Dinsdale, but that very definitely is proposed in that chapter.

Mr. Dinsdale: The reason I have raised the question is because the fourth chapter winds up with this statement in paragraph 64:

Provision will be included, of course, for relief from these prohibitions when approved medical treatment has been pre-arranged or when an individual is able to satisfy the Governor-in-Council that he has rehabilitated himself. In this respect the wording of the present Act requires no great change.

This would suggest that there has always been this provision. It has been a matter of interpretation and administration.

Mr. Kent: The change, Mr. Dinsdale, is, in effect, in paragraph 63, where, to take the first example (a):

Persons suffering from any disease, mental or physical, which constitutes a danger to public health or safety.

is, as is suggested in the earlier paragraphs, intended to convey a more limited range of prohibitions than there has been up to now. But what amounts to the absolute prohibition, in cases with a history of mental illness and so on, will no longer be followed.

Mr. Dinsdale: The reason I ask the question is there has not seemed to be any change over the years in the interpretation of this matter, even up until recent times. This will begin with the new Act, I presume?

Mr. Kent: Quite.

Mr. Dinsdale: Every succeeding Act is always declared to have a sort of new atmosphere, with a more enlightened policy towards these matters. I was a little concerned because it says that in this respect the wording of the present act requires no great change, which would lead to the conclusion that it is interpretation and administration. Perhaps the new personnel that are coming into the department—

• (9.55 p.m.)

Mr. Kent: I do not think that has anything to do with this, but within the terms of the present act and regulations, so far as there is administrative discretion, I think it would be fair to say that in anticipation of the change of policy, which has been publicly stated here as declared government policy, and which

does not seem likely to be criticized greatly—certainly not the direction of it—we have, in fact, been using what administrative discretion there is at present to minimize the number of cases where we behave differently now from how we would behave under these provisions.

Is that a fair statement?

Mr. Curry: There are actually two processes that go to meet the point that Mr. Dinsdale makes, that are well known to previous ministers. One is where the minister exercises his right, at his own discretion to permit certain persons to come in; and there are others who are in a prohibited class under the Act, who nevertheless, may be admitted by the process of Order in Council; and these Orders in Council are sought quite regularly.

Therefore, this sort of result that you are speaking of has been attained, but the act itself is not tidied up to show what the law should be.

Mr. Dinsdale: I am from Missouri, Mr. Chairman. I will have to reserve the right to comment further on this and see what happens in the future. There is one other point. Paragraph 45, page 20, reads:

A sponsorship system of the kind suggested by these considerations has the advantage that it can practicably be made non-discriminatory. That is, Canadian citizens can enjoy the same rights whatever the countries of origin of relatives they wish to sponsor.

Well, "practicably", yes; perhaps that is so; but it means that immigration is still going to be restricted to developed countries, which is much the same as the present situation.

Mr. Kent: No; the present situation under the regulations is, of course, that the range of relatives who may be sponsored by anyone resident in Canada is very much narrower if, under the regulations those relatives are outside the Americas and Europe—in fact, the Americas and western Europe. That range is very much broader for those countries than it is for anywhere else.

This is an actual difference in the regulations. This would be removed. In other words, a sponsored immigrant from India, or wherever you like, outside the Americas and Europe, would be just as eligible as a sponsored immigrant from those areas, which is not now the situation.

Mr. Dinsdale: But sponsorship, of course, is, in the first instance, dependent upon the unsponsored immigration program, and under

the proposed regulations unsponsored immigrants will still largely be coming from the developed countries.

Mr. Kent: I think it would be difficult to predict firmly what the future patterns will be. Basically it is certainly very hard to imagine a complete shift in emphasis.

Mr. Dinsdale: So it is a change in wording, and not necessarily in policy.

Mr. Kent: Oh, yes, I think it is a change in policy, Mr. Dinsdale. Whether it is a good change, or a big change, obviously are matters of opinion; but certainly it is a change.

Mr. Dinsdale: In practice, unsponsored immigrants can come only from areas where you have immigration representatives.

Mr. Kent: We recruit from areas of the world where we do not have immigration representatives, because applications are made to the Canadian embassy or consulate, or, if there is not even that, to the United Kingdom embassy or consulate. Those applications are forwarded to our nearest office, from which an inspector and one of our selection officers—I have to say, in due course, because there are long delays in the present process—will visit there and call the applicants in for interview. We are trying, as fast as our resources of funds and staff will allow, to open more offices, in the sense of having a man or two in more places throughout the world.

Mr. Dinsdale: I will have to resurrect my unsettled cases.

Mr. Macaluso: Mr. Chairman, it is 10 o'clock. I imagine that you will want to adjourn. I will keep any questions until the next meeting.

I would suggest that we adjourn at this time, because this is a very important section and a very important clause in the White Paper. I have quite a few questions on it.

I would also suggest, Mr. Chairman, that this meeting be adjourned at the call of the Chair, say, after the recess, to give us an opportunity to consider the material that we have. That is the suggestion that I make.

The Co-Chairman Mr. Klein: I understand, Mr. Macaluso, that Mr. Kent and Mr. Curry will both be occupied out of Canada during the first two weeks of January. That would mean that we could not resume our discussion on the White Paper until the 15th or 16th of January, or later.

Mr. Macaluso: That is fine, Mr. Chairman.

Mr. Brewin: I do not think it is a very good idea to say that we cannot go on until the 15th or 16th of January. Mr. Macaluso says that it is fine. I do not think it is fine. I think it is very unfortunate. Is there any reason why we cannot meet before then?

The Co-Chairman Mr. Klein: We could meet on Thursday of this week at 10 o'clock and continue with the discussion of the White Paper, and see how far we get.

Mr. Brewin: It seems to me, Mr. Chairman, that the process of going over such an interesting White Paper is bound to be slow. We are going to make a report after that, and there are going to have to be legislative proposals which perhaps will be referred back to this Committee. If we are going to achieve anything within the life of this Parliament, I do not think that we can afford to take these long adjournments.

The Co-Chairman Mr. Klein: I think your point is well taken, Mr. Brewin, because if we do not get through by a certain date, whatever that date may be, as you point out, it may exceed the life of the Parliament itself.

Mr. Macaluso: Mr. Chairman, I bring it forward only because I do not think that one extra meeting is going to do a great deal towards expediting the matter. I am not opposed to a meeting on Thursday, but I do not see how you are going to have a meeting after Thursday until after the recess and, therefore, you will still have to go to the 15th or 16th of January if the deputy and his officials cannot be here. I am only pointing out the fact that Chapter III is the most important chapter in this whole White Paper, as I think Mr. Kent will agree. You can meet on Thursday—that is fine I would be happy to be here—but if you are not finished on Thursday—

The Co-Chairman Mr. Klein: I am not suggesting that we could finish on Thursday. I wish we could, because we still have the Sedgwick report to consider, too.

Mr. Macaluso: I would doubt it.

The Co-Chairman Mr. Klein: I would imagine that, even after prolonged discussion on the White Paper, if the Committee wanted to call back any one of these witnesses for clarification of any point it would have the power to do so.

Mr. Macaluso: Mr. Chairman, I would suggest that you stand Chapter III until the briefs come in, and go on to other chapters; because

Chapter III is of critical importance. I would suggest that you stand it and go on to other chapters.

Mr. Munro: Mr. Chairman, could I just add something here? I may have misunderstood, but I thought we had the officials here to go through the White Paper and to get whatever explanations we desired with respect to it but that we were not adopting it in any formal fashion as we progressed.

After we have had the officials before us to explain the various chapters, without committing ourselves as a Committee to the adoption or otherwise of any paragraph in the whole White Paper, we then sit down and discuss it amongst ourselves, in the absence of the

officials, and determine which parts of it we like and which parts of it we do not like, and which aspects we would like to make a report on. During that stage, if there are aspects on which we want further clarification—whether they be in Chapter III or in any other portion of the White Paper—we can call the officials back for further clarification. If that is so the fact that we proceed on Thursday in no way commits us to any aspect of the White Paper, or of Chapter III. Is that not so?

The Co-Chairman Mr. Klein: I think that is a very reasonable assessment.

The meeting is adjourned until Thursday at 10 o'clock.

EVIDENCE

(Recorded by Electronic Apparatus)

Thursday, December 15, 1966.

• (10.15 a.m.)

The Co-Chairman Senator Langlois: Order, please. I would suggest that we resume the consideration of Chapter III of the White Paper. Are there any further questions on Chapter III?

Mr. Brewin: I would like to ask Mr. Kent about the policy referred to in paragraph 52, on page 22 of the White Paper. This deals with the question of visitors, people who come here for a legitimate purpose and then decide to stay here. The particular point I am interested in is the sentence which reads:

The grant of immigrant status should therefore apply only to visitors who would have been admitted as unsponsored immigrants if they had applied as such originally, or who were—before they came—the spouses of Canadian residents, or their children.

The point I want to ask you about—because I believe there is a wrong, and unworkable policy involved in this statement—is before they came I want to put to you the case, of which there are several already in practice, at least this policy is being applied administratively now, of people who come here as visitors, make a perfectly bona fide wedding and then, under this policy, would not be admitted if they applied for permanent admission to Canada. I assume a bona fide wedding, not a fictitious one to defraud or defeat the immigration rules—is it a practical or a proper policy for the government of Canada or its agencies to separate a married couple and send them back home where they may be separated for months—and I think you said in many cases, through lack of staff or the largeness of the world, it is impossible to service all applicants quickly—after they have been married and put to the extra expense, which in some cases may be quite onerous.

I suggest to you that a policy of putting asunder those who are married is one that ought not to be enforced or carried out. I might add that I appreciate the difficulty of people who come here as visitors, want to stay. I understand the department's efforts to

change this practice, but I suggest that it is impossible and wrong to try and apply it in a case where there is a bona fide marriage to a Canadian citizen. I know how I would resent it, if some person came over, visited Canada, and married one of my daughters and was then told to go back to his country of origin and perhaps wait months before he could return to this country. I am thinking of the case where they are otherwise fully qualified, not within the prohibited classes. I have had some actual cases of this, and I suggest it is against public policy for the government of Canada to be causing the forcible separation of married people in this position, I would like to see this particular policy changed, because I do not think it is practical and I do not think it is right. I think in practice your department is going to be harassed in individual cases to change the policy. I have started a little harassment myself and I promise you to continue it in any case where the effect is to separate married people.

The Co-Chairman Senator Langlois: Mr. Brewin, before the deputy minister answers your question, I would like to know if you include in your bona fide marriage the so-called common law wife?

Mr. Brewin: No; I was thinking of people who are actually married. As a lawyer, the other relationship may have its points, but it is not marriage.

Mr. Tom Kent (Deputy Minister, Department of Immigration and Manpower): Mr. Chairman, the immigration officials are used to harassment and I am afraid this is bound to happen no matter what we try to do. I do not think there is anything in what Mr. Brewin said which is in any way in conflict with what we are trying to do here. We cannot take a position in advance that anyone who comes and then makes a marriage, automatically is thereby going to be assumed to have happened to meet someone he wanted to marry after he arrived here, and genuinely the most natural and proper way wanting to change his status from that of a visitor to that of a landed immigrant. If we were to make the assumption that marriage, after arrival, would

automatically entitle a man to stay, then clearly we would invite the generalization of something which undoubtedly tends to be one of the minor patterns of ways in which the immigration regulations are, on occasion, circumvented.

It is important, as we see it, to start from the position that marriage, after arrival in the country, does not in itself constitute an automatic reason for granting landed status. However, the practical policy which we are trying to pursue—although we feel we have to start from that initial statement—I think is precisely the one as you stated it, that is to say, there is a general rule, and provided there is no evidence that the marriage is simply one of convenience, then this policy of granting landing with a one year deferment will apply in these cases. The only issue is whether in any particular case the marriage was or was not one of convenience motivated by a desire to become an immigrant, as distinct from occurring after someone who has come as a visitor, and has, in the natural course of events, decided to get married.

Mr. Brewin: Let me put another case to you. Suppose someone came to this country single and without any particular matrimonial plans, and then decided to get married in a perfectly bona fide way. What of a case of someone who comes from Italy or Greece with the intention of getting married, but without making any misrepresentation, comes as a visitor, thinking that this is a proper way to come. Very often travel agencies and others tell them to do this very thing. They come here and the marriage takes place and is a bona fide marriage. What would your policy be then?

• (10.30 a.m.)

Mr. Kent: This is a different case and in some ways the most difficult of all. That person who could have come by sponsorship as a fiancé, has evaded the normal process by coming as a visitor, when the real intention is to get married. Therefore, again it would be to make a blanket statement to say that in such cases we would shrug our shoulders and ignore the law. Obviously this is not a possible position for a department charged with administering the law to take. In practice, clearly, we have to try to treat those cases with humanity on the basis that in many cases the mistake is a perfectly genuine one in the sense that the individual concerned was given bad and improper advice from a travel agency, or

something of that kind. The problem is though that the giving of that advice—the way in which that advice has begun to become quite common—is precisely because we have tried to be humane, or whatever you like to call it, in many of these cases and not to insist on the letter of the law. The result is that the idea that you can come very easily this way has become more and more widespread. So again, in this as in so many matters, you have a choice to hold the balance between—

Mr. Brewin: There is a limit on the explosive possibilities though of finding spouses in Canada I would assume, and if you succeed in doing so and are married, I think there is a strong case to say that they should not be sent back, however you frame it. I was afraid that the way it was stated here and the way the law, I think, is being applied to some extent at the present time—I think I have had three cases myself. They were ordered to go back after they were married and in circumstances where the marriage appeared perfectly bona fide.

Mr. Kent: The intention is certainly not in conflict with what you have said, Mr. Brewin. I think we can all see that this is a very difficult area of administration and I am sure that there are many cases where the first judgment has to be changed one way or another. But certainly the intention is not in conflict with what you have said.

Mr. Roxburgh: A supplementary question; why a year? Why not three months or six months?

Mr. Kent: In the specific case of marriage the feeling was that a year was a reasonable period in which it would become apparent whether the marriage was indeed a genuine one. But if it was purely a marriage of convenience, a year would be a reasonable period in which it might disappear in one way or another, and therefore that would be the time in which to review the case and give the actual landed immigrant status. However, this provision does not apply only to those cases. It is the general provision. All the people who come in this way have in a sense moved ahead in the application process. They have come as visitors and are admitted immediately without going through any formalities and then they take the formalities after they get here. If there is to be any immigration law at all, some sort of delay should be involved in the process of granting the actual landing. What is a reasonable period? To make it too long

would be foolish. On the other hand, it is a very small penalty. The practical effect, of course, is that it delays citizenship. A year seems like a reasonable period. I agree that you can argue that it should be more or that it should be less, but it seemed like a reasonable period.

The Co-Chairman Senator Langlois: Are there any supplementary questions on the same subject?

Mr. Brewin: Perhaps it is because I am on the joint divorce committee that I do not want to see dissolution or separation of marriage by decree of any department of the government. I brought this thing up because I think it is a serious matter. I hope we will try and work out some formula so that it will not be possible to separate these people unless there is clear evidence of deceit, or what is otherwise prohibited, or the marriage is a phony marriage, as it were.

Mr. Kent: I should emphasize there is no question of our getting into the business of the dissolution of marriage. It is merely the demonstrable fact, if the marriage was purely one of convenience that within a year it might well be that the bride was at one end of the country and the bridegroom at the other. In that case, clearly a review of the circumstance would be quite reasonable. It has nothing to do with the actual marriage, but whether or not it entitled the visitor to become an immigrant.

Senator Cameron: What is the chain of command, taking the case Mr. Brewin has raised. Who would make the decision? Would it come up to the deputy or where would the decision be made?

Mr. Kent: Oh, no. There are, of course, hundreds—well, in this group as a whole—thousands of cases. We are attempting to increase as much as we possibly can the effective decentralization of decision in this. The proper point at which normally to make these decisions is the individual immigration officer who can look closely at the individual case. We are handicapped by lack of staff and by the fact that our attempts to improve the training quality of the staff will inevitably take time. As has been mentioned to this Committee, we feel we have done a lot in that direction but there is a very great deal more to do and it is a slow process.

What happens is that the individual immigration officer in Toronto, or wherever it may be, makes the first decision, and if he is in doubt he refers to his senior, and, if his senior

is in doubt, then, he refers in the last analysis to Ottawa. Of course, if there is any criticism, any protest, any harassment—to use Mr. Brewin's words—then the case has to come and be considered at a high level in the department. This is a very difficult area in which to get a sort of efficient decentralization of administration, unless you do it in a decentralized way; you have so much paper floating around, it is extremely inefficient but, on the other hand, there are very severe limits to the extent of decentralization that is possible. We are working to make it as compatible as is consistent with the rate of improvement in the training of staff.

Senator Cameron: But surely there would not be thousands of people similar to the case raised by Mr. Brewin.

Mr. Kent: There are thousands of cases, any one of which is potentially a case which is going to produce a difference of opinion.

Mr. Gray: I have a few questions which will be brief if for no other reason than I have to preside over the meeting of the Finance Committee shortly. This may be greeted with relief by some of the other members of the Committee.

• (10.40 a.m.)

Let us look for a moment at paragraph 47 and the analysis kindly provided by the officials. I would like to direct the officials to page 3. I think we should have very clearly on the record what is going to happen with respect to people who want to sponsor people from Europe, North, Central and South America, Israel, Lebanon or Egypt. First of all, from the chart, under the present regulations, if a sponsor is no more than a permanent resident he can sponsor a parent or a grandparent of any age. It does not matter what the training or the intentions of the grandparent with respect to activity in Canada may be. Is that correct?

Mr. Kent: That is correct? If he is in good health and if he is in these countries.

Mr. Gray: Yes. If he is in good health and if he meets the security requirements. But under the proposed regulations, if the sponsor is a permanent resident he can sponsor a parent or grandparent who is not entering the labour force. Now, what would be the effect of this regulation if a skilled tradesman, say, age 21 comes over here. People marry fairly young in Canada today—at least younger than in other countries—and he has parents who are in their forties and who would otherwise be able

to go into the labour force? Would this not mean that they could not be sponsored until the immigrant has been here five years and become a citizen?

Mr. Kent: They could not be sponsored; that is to say, if they did not meet the requirements for an unsponsored immigrant.

Mr. Gray: Let us put it more directly. If the parent or grandparent is able to work and the sponsor has been here only a year, he could not bring his parents or grandparents to this country for five years, until he becomes a citizen.

Mr. Kent: If the parent or grandparent is able to work in a skilled occupation then, of course, he is admissible. But he is not admissible in the absence of a skilled occupation by virtue of being a parent or grandparent, under these proposals.

Mr. Gray: What is the justification for that?

Mr. Kent: The justification, Mr. Gray, and we have talked about this at considerable length, is this, if the parent or grandparent is only in this 40's, or 50's, or 60's as the case may be, needing to work and lacking any skilled occupations, then, in fact, in the modern Canadian economy he is going to have considerable difficulty in working.

Mr. Gray: Tell me, how would the situation be improved by a delay of five years or a delay until the sponsor becomes a citizen?

Mr. Kent: After five years the citizen has had more time to settle down himself and has no doubt obtained a clear idea of what is involved in entering the Canadian labour force and is in a better position to make the decision that he does want his parents and grandparents to come to Canada.

Mr. Gray: The parents would be no more or no less skilled than they were five years previously.

Mr. Kent: That is correct. If the citizen wants them to come in those circumstances, O.K., they will come. What is being attempted here, Mr. Gray, as you are aware, I am sure, is to strike a balance not very substantially changed from the present balance, but a little differently struck between the requirements on the one side, of occupational qualifications to enter the labour force and, on the other side, the demands of a friendly relationship. The present system strikes one sort of balance and the proposal here is for a very slight shift in that balance.

Mr. Gray: If it so happens that the parent or grandparent comes over here before the son or daughter who is sponsoring him is a citizen, and by some chance happens to go to work, I presume this means he will be deportable.

Mr. Kent: Do you mean if they come over as visitors.

Mr. Gray: No. Let us say a son comes here from Europe as a skilled immigrant. A year later he sponsors the admission of his parents or grandparents and you accept them because it appears they are not going into the labour force. What will happen if after 6 months you discover they have gone to work?

Mr. Kent: Undoubtedly, in that case they become deportable.

Mr. Gray: In other words, if the aged parent of a skilled carpenter comes over here a year after his son, and he is discovered helping his son out in his shop, you are going to try and deport them?

Mr. Kent: Well, Mr. Gray, of course, under these proposals, we would not make the final decision as to deportation in any case, because it becomes a matter for the appeal board. But, undoubtedly, in those circumstances, I do not think anybody is going to bother about helping his son out in the shop—if he takes a definite occupation—

Mr. Gray: His son pays him.

Mr. Kent: Well, it is a matter of degree. If he becomes the employee of anybody, including his son, then, in that case, he is in default of the regulations.

Mr. Gray: But is this not totally inconsistent. You say you do not want them to come because you do not think they will fit into the labour market and when they do fit in you are going to deport them.

Mr. Kent: Mr. Gray, as I am sure you will appreciate, a policy of this kind has to attempt to deal with the normal situation. There are bound to be odd cases—in total they are fairly numerous certainly—where the parent or aged grandparent or whatever it may be is in a position to enter the labour force on a sort of personal basis in circumstances where no one else would have been employed. He helps out in the shop and if he were not available to help out then they would not have anybody. They would just work a bit harder themselves. Those are the very unusual situations. The general problem has to deal with the employment prospects of people who are go-

ing to have to take a position in the competitive labour market not the benefit of that sort of help.

• (10.45 a.m.)

Mr. Gray: All right. Let us take a look and see what happens if the sponsor becomes a Canadian citizen. Let us look at page one. The parent or grandparent will still not be admissible if he intends to enter the labour force, unless he is literate and, if a male, subject to minimum educational or trade qualifications. The trade qualifications are defined on page 21 as being qualified in an occupation designated by the deputy minister of Manpower and Immigration to be in demand in Canada. In other words, if by some administrative order, you happen to deem that occupation not in demand and the parent or grandparent is young enough to ordinarily be in the labour force, the son or daughter will never be able to have his parents reunited with him on her.

Mr. Kent: If he is entering the labour force; has less than grade 7 education and has no occupation which is in demand, yes that is correct.

Mr. Gray: The son or daughter will never be able to have their aged parents, never.

Mr. Roxburgh: Never?

Mr. Gray: Never.

Mr. Kent: So long as they are entering the labour force.

Mr. Gray: Do you realize the possible impact of this on your attempt to maintain and increase the entry of skilled immigrants to Canada?

Mr. Kent: Well, that is hard to assess. Not many grandparents come to enter the labour force.

Mr. Gray: How do you know? Can you demonstrate this for us?

Mr. Kent: We can indeed, yes. It will take a little time.

Mr. Gray: Would you kindly do that for the Committee? Would you demonstrate this for us with respect to parents? Let us take people a little younger.

Mr. Kent: I would not like to hazard to guess of the number of parents. There again it is—

Mr. Gray: Could you tell us the point of proposing a policy the basis for which you cannot even hazard a guess?

Mr. Kent: Mr. Gray, I think, if I may say so, that is an incorrect statement. The basis for this policy is not the number or otherwise of parents who may be entering or not entering the labour force. The basis of this policy is that employment in Canada increasingly requires skills which the Canadian public is engaged in providing at great expense for people already in the country and some balance has to be found between the bringing in of people who already have those qualifications and who therefore do not require the spending of money on their vocational development of the kind that is having to be spent on Canadian citizens.

Mr. Gray: How do you determine at the time of application whether the parent or grandparent is going to enter the labour force? If the person when he goes to the immigration office says, "well perhaps some day I might possibly go to work", that means they are out.

Mr. Kent: Oh, I do not think one can say that. If he says that he does not expect to enter the labour force, as far as we are concerned, that would be satisfactory. If he subsequently does, of course then we have a problem.

Mr. Gray: It seems like a rather strange type of proposal where your aim is to make sure people are able to fit into the labour force and when they do they are subject to deportation.

Mr. Kent: When they have entered, because under the general policy which the government is proposing as being in the over-all national interest they have been admitted on the basis of their not entering the labour force and then they in fact do so, obviously there is no choice but to say that they are in default of the regulations.

Mr. Gray: And that is supreme? What about family reunion?

Mr. Kent: The government's proposals here are designed, as I said, to hold a balance in terms of general policy between family reunion, on the one side, and the requirements of the manpower problem on the other side.

Mr. Gray: To summarize then, if a man wants to come here as a skilled immigrant, he should know that until he becomes a citizen, that is to say, at least five years, he will not be able to have either his parents or grandparents with him if in effect there is a reasonable possibility they might be entering the labour force?

Mr. Kent: And assuming that they lack the normal qualifications to enter the labour force.

Mr. Gray: Yes; but if they come over as sponsored immigrants you do not check that aspect out at all. If the sponsor follows what seems to be the normal and simplest procedure, just have them come in as sponsored, then at the very least they are open to possible deportation if it turns out they are going to work after they come here?

Mr. Kent: But if the sponsor wants them, and they are admissible as unsponsored immigrants, there is no problem.

Mr. Gray: Yes, but you have already told us that when somebody comes and applies as a sponsored immigrant, the immigration officer does not say, "just a minute, your skills are such that you are eligible to come in as an unsponsored immigrant, tear up that application; fill out another one".

Mr. Kent: Under the policy as it is and as in most respects it will be in future there would be no point in giving that advice; but if the sponsorship were by a son or grandson, under this policy and the intending immigrant were admissible on an unsponsored basis, then it would be the easiest thing in the world to give such advice and we would do so.

Mr. Gray: You do not do that now?

Mr. Kent: Well, there is no reason to at the moment.

Mr. Gray: Now, tell me this, how will this system of designating an occupation by the deputy minister as being in demand in Canada, work? Will the designation be for a specific period?

Mr. Kent: It will be changed from time to time.

Mr. Gray: Day to day? Would there be a possibility of the designation changing from day to day?

Mr. Kent: No.

Mr. Gray: Week to week?

Mr. Kent: No.

Mr. Gray: Month to month?

Mr. Kent: Yes.

Mr. Gray: So that one month an occupation may be designated in demand and a fellow may be able to bring over his parent or grandparent, once he becomes a citizen. If the parent wants to enter the labour force—and if he waits another month there is a possibility he will not be able to do so.

Mr. Kent: Once he has been admitted on the basis of the occupations that are in demand at that particular time, then he is admitted, period.

Mr. Gray: Yes, I know, but if the parent is, for example, a carpenter and I am obviously just taking a broad category, and that is designated as being in demand in May, and the son who is a citizen for some reason or other does not apply until June and in June that is not designated, then he will not be able to bring him in unless and until that category is designated again.

Mr. Kent: That is right.

Mr. Gray: Well, I cannot figure—

Mr. Kent: Well in that category there is no problem.

Mr. Gray: Yes that is right, then we can pick something more limited, and that category may not be designated again for twenty years.

Mr. Kent: This is possible, yes.

Mr. Gray: So, even if the son is a citizen, under your proposal it may be impossible for him to ever be reunited with his parents or grandparents so long as there is some reasonable possibility of their entering the labour force after they come here.

Mr. Kent: If they expect to enter the labour force in the fairly unlikely situation that they have no occupational skills, and in spite of that wish to enter the labour force, then this would be the situation, yes.

Mr. Gray: Will the designations be published?

Mr. Kent: Certainly.

Mr. Gray: This will be quite a departure from your present system?

Mr. Kent: As you know, the state of manpower information in the past has not been as good as the government is now attempting to make it.

Mr. Gray: Now, these volumes here, one and two "Immigration Counselling Handbook" which set out detailed descriptions of categories you consider and what they are composed of and what the selection officers should look for, are not available to the public through the Queen's Printer? That is right, is it not?

Mr. Kent: Well, those are, of course, in a sense the internal working documents of the Department, you know.

Mr. Gray: But they are of great interest to people who want to know why they are possibly not eligible on the basis of skills. Will books of this type be eligible for publication through the Queen's Printer as is the Customs Tariff and regulations of the Department of National Revenue, presently?

Mr. Kent: As far as the department is concerned, if there were enough public interest, we would have no objection.

Mr. Gray: How would you define public interest?

Mr. Kent: I presume the government would have to make a decision; it is not my sphere of responsibility, from time to time on the size and the cost of the publication. Again that depends on the demand for it.

Mr. Gray: If the size of the publication is not larger than the Customs Tariff and subsidiary rulings, which are issued almost daily by the Customs Department, you would not oppose it?

Mr. Kent: Certainly my department would not oppose it, no.

Mr. Gray: One final question and I am off to the Finance Committee.

The Co-Chairman Mr. Klein: I wish you would not leave Mr. Gray until I bring up a matter. I will need your assistance in the matter that I want to raise. I would like you to stay a minute if you could to give us the benefit of your experience in what I want to raise.

Mr. Gray: Thank you, Mr. Chairman. I wonder, I am apprehensive.

One other point which other members may wish to carry on after I go to the Finance Committee: At the present time a permanent resident of Canada who is not a citizen can sponsor from Europe and the other countries listed on page 3 of your analysis, son or daughter of any age with accompanying spouse and unmarried children under 21 years, but this category of relative will not be admissible under your proposal until the sponsor becomes a Canadian citizen.

Mr. Kent: That is the government's proposal, yes.

Mr. Gray: In other words, if a family has living within it, a son, say aged 18 or 19, who is married—perhaps the young couple are both going to university—in Germany or Italy and so on, they would have to remain behind until the sponsoring parents become Canadian citizens.

Mr. Kent: In the circumstances that the son or the one who is entering the labour force is not qualified in an occupation in which there are fewer Canadians to do the work than the work available.

Mr. Gray: They just could not be sponsored. You mention countries like Lebanon or Egypt where it is quite common for children once married to live under the family roof for many years. If there are a number of young married couples over 21 years and the father emigrates to Canada, then at the very least for five years, these young married couples will not be able to come over and join their parents?

Mr. Kent: If they do not have the qualifications that are likely to result in their having a competitive position in the Canadian labour market. This policy is proposed as a balance of the interests of people already in the country and people who are not yet in the country.

Mr. Gray: Could you demonstrate for us how the present system has worked against the interest of the people already in this country?

Mr. Kent: As has been shown in a great deal of the material that has already been tabled before the Committee, Mr. Gray, the employment opportunities for those who do not meet these qualifications are getting comparatively fewer and fewer.

Mr. Gray: Well, I do not say I necessarily accept that. One final question.

For the committee, compare what is going to happen once they become Canadian citizens. The son or daughter once married will not be able to come in unless the male is subject to minimum educational or trade qualifications and again the trade qualifications are those designated as being in demand, by the Minister, something which is not subject to review or appeal.

• (11.00 a.m.)

Mr. Kent: Well, it is subject to statistical demonstration.

Mr. Gray: What does that mean?

Mr. Kent: It means that under the type of manpower information and analysis system which the government is now trying to create it will be easy to tell whether in fact in any particular occupation there are as many Canadians in the country seeking employment as there are jobs available.

Mr. Gray: But the system has many imperfections, as yet?

Mr. Kent: It has many imperfections as yet, yes.

Mr. Gray: Can you tell us with any certainty that the system will be so efficient and effective that errors quite honestly made will not be possible?

Mr. Kent: Well, I think it would be unrealistic to say of any system that errors are impossible, but I think the risks of any errors surviving for any length of time can be reduced to practically nil.

Mr. Gray: Tell me why you did not use the criteria under 47(a) for unsponsored immigrants; that is to say, the admissible unsponsored immigrants whom you define as "a person who by reasons of his educational, or occupational qualifications, personal history and employment record, is likely to establish himself permanently in Canada in a profession, trade, self-operated business or agricultural enterprise" period, instead of the vague and very flexible approach used in 47(c) (IV) to which I have been referring. In other words, instead of just saying "an occupation designated by the Deputy Minister to be in demand in Canada" "why did you not use the same wording as in section 47(a) up to the word "enterprise".

Mr. Kent: The same wording as in 47(a) in 47(c)?

Mr. Gray: Yes, with respect to qualifications. Why did you not use the words "by reason of his educational or occupational qualifications", and so on up to and including the words "agricultural enterprise".

Mr. Kent: Because if the person who would be dealt with in 47(c) is eligible under 47(a) he is eligible under 47(a) anyway. And 47(c) is intended to provide a broader category for people who have a family relationship.

Mr. Gray: If an occupation is designated as being in demand in Canada will the immigrant covered by that section have to go to the part of Canada in which the occupation is found to be in demand?

Mr. Kent: No. Nowadays the total mobility of people within the country is sufficiently great that I do not think there would be any point at all in attempting a restriction of that kind.

Mr. Gray: Well, if the person is going to join his son who has established himself permanently in a part of Canada where that occupation is not in demand and is therefore unlikely ever to leave that area because his

son is there, what is the point of basing this at all on a designation of an occupation in demand somewhere else in Canada?

Mr. Kent: Well, because in fact occupations are in demand in greater or lesser degree everywhere in the country. The fact that this particular individual is going to be entering that occupation at a point where it is relatively not in demand does not alter the fact that by the movement of other people around the country the supply and the demand are going to balance out reasonably well.

Mr. Gray: Thank you very much. I do not accept that analysis but the Finance Committee calls.

The Co-Chairman Mr. Klein: Mr. Gray, before you leave, I understand that the Finance Committee and the Transportation Committee, in order to give every member of the Committee an opportunity to question witnesses, by agreement established a rule, and I think in the Finance Committee that each speaker would be limited to 20 minutes; is that correct?

Mr. Gray: Yes, except that with the unanimous consent of the members a longer time is given. And as Chairman I also take into account such matters as very lengthy answers—

The Co-Chairman Mr. Klein: And lengthy questions.

Mr. Gray: Well, aside from lengthy questions, I take into account lengthy answers and supplementaries. In other words, if you do not do that if the witness in good faith gives very lengthy answers, he could use up most of the 20 minutes even though the questioner has placed only a couple of brief questions.

The Co-Chairman Mr. Klein: And the Transportation Committee limits questioning to 10 minutes, I think?

Mr. Gray: Well, it is up to each committee to decide its own approach but the experience of the Finance Committee on a very complex, technical subject, similar to this one, has been that so far approximately 20 minutes has worked but I, as Chairman, am always flexible. I try and take into account the length of the answers and whether there has been a number of supplementaries.

The Co-Chairman Mr. Klein: Would the Committee agree to a system whereby the questioner or member of the Committee would be limited to 15 minutes on the first round so as to give everyone an opportunity to question. Then, perhaps, we could come

back to the original questioner. If we can have such agreement I think it will facilitate the proceedings. Is it agreed? You do not agree, Mr. Brewin?

Mr. Brewin: I am very dubious about any general rule of that sort. I think the rule of self restraint is a better rule. Suppose you get some member of the Committee who thinks he is versed in some aspect of the matter and he wants to get to the heart of it, it is for the benefit of the whole Committee that he be able to do so. Now, I am not recommending long-winded examinations or lengthy questions.

The Co-Chairman Senator Langlois: Or cross examination.

The Co-Chairman Mr. Klein: But you see, Mr. Brewin, the last member of this Committee, by my own timing this morning, took one half hour. He pursued the same subject practically at the last session when he took more than half an hour. I believe that the other members of the Committee are entitled to participate in these proceedings, and unless we do something to encourage other members to make their views known as well I think the purpose of the Committee might be defeated.

Mr. Roxburgh: Do you not think, Mr. Chairman, using Mr. Gray's idea that the Chairman may put on a limit of 15 minutes. It is quite a time and if the one giving the answers is giving a long dissertation which sometimes happens we could—

The Co-Chairman Mr. Klein: If the questioner asked for unanimous consent to be allowed to proceed, the Committee could decide then.

Mr. Roxburgh: That seems fair.

Mr. Brewin: Mr. Klein, you and I, I think are both members of the External Affairs Committee and sometimes there might be a subject in which one member is particularly interested, say, sanctions in Rhodesia, or something. He asks one question and Mr. Martin gives a 15 minute oration in answer to it. I think it would be very unfair to prevent that member who wanted to get into the question—

Mr. Kent: Mr. Chairman, if I may, I hope this is not true of any witnesses before this Committee.

Mr. Brewin: I am not referring to this Committee.

The Co-Chairman Senator Langlois: Sometimes the long answers are warranted because

the questions are lengthy, too. They are put in the form of a statement. We have had many examples of this in this Committee so far.

Mr. Cowan: I have heard Mr. Heeney take 20 minutes to answer one question.

The Co-Chairman Mr. Klein: This was on external affairs?

Mr. Cowan: Yes, on external affairs.

The Co-Chairman Mr. Klein: I think we can rely on the discretion of the Committee.

Mr. Brewin: I withdraw my objection subject to the Chairmen using their judgment about it.

The Co-Chairman Senator Langlois: And, Mr. Brewin, this time limit applies only to the first round. The members of the Committee can always question again after other members have had an opportunity to put questions to the witness.

The Co-Chairman Mr. Klein: Not all the members can agree that a person who may be pursuing a certain area in a certain manner is particularly doing what they consider to be a good job. So, I think other members of the Committee ought to have an opportunity to make their views known, and have their questions put to the various witnesses that come before us. There are some members of this Committee that have never put a question.

Mr. Haidasz: Let us hear them.

Mr. Brewin: Maybe they do not want to put a question.

Mr. Haidasz: I am waiting for their questions.

The Co-Chairman Mr. Klein: If that meets with your approval we will adopt the rule of 15 minutes and the Chairmen's discretion may be used, or the unanimous consent of the Committee, to allow that questioner or member of the Committee to go beyond the 15 minutes.

The Co-Chairman Senator Langlois: Are we all agreed on this?

Some hon. Members: Agreed.

Mr. Roxburgh: I just want to ask one short supplementary regarding Mr. Gray's questions. It goes back, I believe, and I may be mistaken, to the immigrant parents or grandparents where you stated, Mr. Kent, that when they were entering if they said they were not entering the labour force it would be O.K., but if they even suggested that they were entering the labour force they could not come.

Mr. Kent: Forgive me, Mr. Roxburgh, I do not think I said that. I think Mr. Gray, perhaps, suggested or intimated that. First of all, of course, it depends on whether or not their admissibility is dependent upon their not entering the labour force. There are many parents and grandparents who will be entering quite irrespective of that consideration, but if their admissibility is dependent upon that consideration, then as long as they say they do not expect to enter the labour force and this seems a reasonable proposition, their son can look after them, or they have enough money to look after themselves or they are aged and not obviously likely to want to work or be able to work, then there is no problem at all. If they say that they do not intend to enter the labour force, then that is fine. If they subsequently change their minds, then there would have to be a re-assessment.

Mr. Roxburgh: In other words, if they were coming it would be a very good idea if they told a straight lie?

Mr. Kent: Well, it is an unfortunate fact, you know—

Mr. Roxburgh: Well, that is the point I do not like. You are putting people in a position where an honest man—there are so many of our rules and regulations nowadays, not only in immigration, and I am not going to go into them—is actually crucified for being honest. That is the only part I was worried about. There are many of our rules and regulations nowadays, and not only in immigration, that actually ask people to lie and by doing that they are away to the races.

Mr. Kent: This is a very general problem which is, however, at its worst almost I fear, in immigration procedures. One of the things we are struggling with is to try to avoid this to the maximum possible extent. But the truth is that a lot of a person's admissibility does in a sense depend on his intentions under the policy as it has been for a long time. This is true.

Mr. Roxburgh: Thank you.

The Co-Chairman Senator Langlois: Are there any further questions on chapter III? Then we will move to Chapter IV.

Mr. Haidasz: I am sorry, Mr. Chairman, is this our last opportunity to go through these regulations section by section?

The Co-Chairman Mr. Klein: As far as I am concerned, Mr. Haidasz, I do not think there is such a thing as a final anything in this Committee, as I understand it. Eventually,

this Committee will go into camera on this White Paper and in the course of the discussions in camera on what we will want to report to the house there will be nothing that will prevent our calling any person back to the Committee for any kind of clarification that we may want on any part of the White Paper. So I do not think we consider this as closing Chapter III. It is merely proceeding with the White Paper so that we can expedite the formulation of whatever report this Committee is going to make. But I do not think you should take the attitude that the chapter is closed. It certainly is not closed.

Mr. Haidasz: Sections 54 and 55 have to do with refugees. In view of representations made to me I would like to get some answers on this problem some time.

The Co-Chairman Senator Langlois: Are you prepared to go ahead with your questions now?

Mr. Haidasz: If it is permissible?

The Co-Chairman Senator Langlois: Oh, yes, it is.

The Co-Chairman Mr. Klein: Go ahead.

Mr. Haidasz: Mr. Chairman, I would like to have first of all the definitive or final or essential definition of the department for the word "refugee", to start off my questioning.

Mr. Kent: Mr. Beasley is probably the one who can quote a precise definition.

Mr. E. P. Beasley (Director, Policy and Planning Directorate): I am afraid I cannot quote it, verbatim. My answer is based on the internationally accepted definition of a refugee as set forth in the international convention of 1951. The force of the definition is that a person is deemed to be a refugee if on reasonable grounds he may be subject to persecution on return to his country of origin on the basis of race, religion or political association. This is not a precise verbatim quotation of our definition of a refugee. I unfortunately do not have it before me but this is the intent of it.

Mr. Kent: But essentially what we do is to use the international convention definition.

Mr. Haidasz: Mr. Beasley said if there are reasonable grounds to suspect that the person may be persecuted, may be persecuted in the future, and therefore I would like to bring to the attention of the Committee that I think it is possible to say it is right to say that any person that is forced to go back to a certain economic or social system or political system may be persecuted. There is a possibility.

• (11.15 a.m.)

Mr. Beasley: I think the definition is more closely worded, that there are reasonable grounds for believing that he will be persecuted.

Mr. Haidasz: That is a different definition, then. I was emphasizing your two words "may be" persecuted. You see, anyone may be persecuted and therefore I do not think anyone can say, well since in the past no evidence of persecution has been reported to us, you cannot say that they may not be persecuted in the future.

Mr. Beasley: If I may just say another word on this Mr. Chairman, there are, as you are no doubt aware, doctor, eligibility commissions in practically all of the countries of first asylum; that is, in western European countries. This eligibility commission normally is made up of representatives of the country of first asylum and a representative of the United Nations High Commissioner for Refugees. This eligibility commission is charged with the responsibility of determining whether the person is in fact a bona fide refugee within the definition of that term under the international convention. A person who is accepted as a refugee by the eligibility commission of the country of first asylum is then looked upon as a refugee by our immigration selection officers in that country.

Mr. Haidasz: Have we an eligibility commission here in Canada.

Mr. Beasley: No, we do not. This is one of the intentions referred to in the White Paper. There is a tendency of late for Canada to become a country of first asylum, which it never has been until recently. There is no machinery in the present Immigration Act or in the present immigration laws for determining with precision what is a bona fide refugee. That is why this suggestion is put forward in the White Paper, that the time may have come to set forth in legislation machinery and a methodology for determining these individual cases more precisely and more fairly.

The Co-Chairman Senator Langlois: Who has the final say about this? Is it the Minister, or with whom does the responsibility for making such a decision rest?

Mr. Beasley: As I said, Mr. Chairman, the eligibility commission of the country of first asylum makes the decision, and unless there are good reasons for questioning this decision in an individual case the decision is accepted by our immigration officer in the country concerned.

The Co-Chairman Senator Langlois: Oh, by the immigration officer?

Mr. Kent: We automatically accept the choice or determination of the commission.

The Co-Chairman Senator Langlois: Are there any further questions?

Mr. Haidasz: So, then, in Section 54 you propose to introduce separate legislation to help refugees, and the eligibility commission is one of the items in that proposed legislation? I guess we cannot go any further, as far as this is concerned, to find out what is going to be in that proposed legislation. It is separate legislation.

Mr. Kent: The government has just made a general statement of intent. I think it would be a little difficult for us, I think, to go into much more detail.

Mr. Haidasz: Fine. Now in Section 55 there is a reference to the 1957 Hague Agreement on Refugee Seamen. Has any attempt been made yet by Canada to become a party to this international agreement on refugee seamen, the Hague agreement?

Mr. Kent: The intention that the government expresses in the White Paper is that this should formally be done. It would be a formal step in the sense that our existing practices are entirely in accord with that agreement.

Mr. Haidasz: My concern, of course, is mainly the seamen who are Yugoslav nationals and leave their ships in Canadian ports. It has been brought to my attention that many of them have been deported. I have had a starred question on the order paper for many weeks now, and I would like to get an answer to that questions as soon as possible.

Mr. Kent: I know that the answer to that question has left the department, Mr. Haidasz. It was a little difficult to answer because separate statistics have been kept only since 1962, I think, of Yugoslav deserters. There had been very few up to then; of course, there have been very few Yugoslav ships. The numbers are not very great, but there have been some.

Mr. Haidasz: How does the department, not having an immigration official in Yugoslavia, come to determine that those who have been deported have not been persecuted in any way.

Mr. Kent: The Department of External Affairs has, of course, a very distinguished ambassador to Yugoslavia.

Mr. Haidasz: Yes, I have met him, but he is only in Belgrade. These people who go back,

have to go back to their home cities, Croatia, Slovenia and other parts of the country. I am just wondering what machinery there is to follow up. Do our diplomatic officials in Belgrade follow up each individual case? Have they got a record of these people and do they follow them up regularly to see whether there are any hardships?

Mr. Kent: They advise us confidently that there is no persecution of this kind. I do not think it would be right to say exactly how they arrive at this conclusion because after all this is a judgment about one country's treatment of its own nationals in its own country. But they give us this advice quite confidently.

Mr. Haidasz: I have received many strong representations from representatives of the Croatian community in Toronto, saying that they just fail to appreciate this explanation and refuse to believe that these people will not be in a position to suffer hardship, either economic, religious or political.

Mr. Kent: I do not know whether any contrary evidence has ever been produced in any of these individual cases. I know there have been many allegations, but I have never heard of any specific definite contrary evidence, and certainly the information of our embassy which naturally we must accept unless there is real reason to the contrary, is that there is no persecution.

Mr. Haidasz: Would the evidence that, let us say, a returned seaman would have difficulty to find an occupation, for a year or two in his country, be accepted as evidence of persecution in the eyes of our Department of Manpower and Immigration? I have received representations saying that many of these returned seamen find it very difficult to obtain a job once they return to their home town or home village.

Mr. Kent: Well, presumably, they became seamen in the first place, if they have suddenly deserted without any great love for being seamen, out of some degree of employment difficulty before. Difficulty in finding a job in itself could not be regarded as persecution.

Mr. Haidasz: In other words, economic hardship is not regarded by the department as persecution as far as the future of a refugee is concerned?

Mr. Kent: There has to be evidence that the economic hardship arose from a definite intention on the part of the authorities to make

life difficult for the man. If it arose for that reason, then it is persecution, but not if it is just that he has economic difficulties.

Mr. Haidasz: I still maintain that is very difficult to determine.

Mr. Kent: The judgment of the embassy is that there is no attempt to use economic or other means of persecution.

The Co-Chairman Senator Langlois: Senator Desruisseaux?

Senator Desruisseaux: Most of my questions have just been answered. I wonder if refugee seamen would include, for instance, airship crew?

Mr. Kent: Anyone who comes here responsible for a means of transportation, and instead of continuing with his contract of employment by sailing the ship or flying the airplane, or whatever it may be, out of the contract of whatever it may be, out of the country again, which is his contract of employment with the transportation company concerned, and instead stays behind in Canada, is, of course, in itself an illegal act both in the sense of his own country's law and of our law, but what the means of transportation is does not matter. But a deserter is not, of course, a refugee.

Senator Desruisseaux: But the term "seamen refugee" would also apply to the other one too?

Mr. Kent: Yes, oh yes.

Senator Desruisseaux: I had another question in relation to persons who are applying for their parents as a sponsor and they are not supposed to enter the labour force. This is already in effect, to some extent, in your department?

Mr. Kent: No; that is to say, at the moment, of course, the sponsorship regulations are different in their application to different countries, and so on. But if a parent is sponsored under the regulations as they stand now, whether or not he is entering the labour force is not, in itself, a factor affecting his eligibility. He may be brought in. How the issue could arise is in circumstances where the present sponsorship regulations would not cover him either because he is in eastern Europe and we have not had the facilities for investigating there or because he is outside Europe in the Americas, then, on compassionate grounds, an aged parent or grandparent might be admitted in effect because the compassionate circum-

stances would be ones in which he did not enter the labour force. That is, I think, the only way the issue would arise at present.

Mr. Munro: Mr. Chairman, on this refugee question, or rather the ship deserter question, say a deserter from what is known as a Communist bloc country jumped ship and immediately to the nearest Canadian immigration office or some other government office and requested political asylum; is this a factor in determining his eligibility to remain? In other words, he says that he does not like living under communism; he repudiates it as a philosophy and wants to go to a country where there is no communism. He seeks political asylum from the Canadian government.

• (11.30 a.m.)

Mr. Kent: Certainly any such request has to be considered and is considered. The concept of political asylum for a deserting seaman is not a question of his claiming that he does not like the political system that he is living under, so to speak. He has to provide some evidence that his political differences expose him to ill treatment if he returned to his own country.

Senator Desruisseaux: He would be returned to his own country? It is possible that against his wishes he would be returned to the country that he came from?

Mr. Kent: He would be if there is no evidence of persecution.

Senator Desruisseaux: You would get the assurance, then, that he would be punished in some way?

Mr. Kent: It is a matter of persecution. He may, of course, be punished in a fairly nominal way and this is not, in fact, often done. He has violated the laws of his own country; he has broken a contract, and he may be prosecuted in the ordinary way for that and, of course, that is not a factor that it itself can be taken into account.

I am sure the Committee appreciates, Mr. Chairman, that the problem here is that, there must be good humanitarian reasons for allowing a man to stay. Otherwise, if we just let people stay as ship deserters, it is no exaggeration to say that normal trade would become impossible, because the incentives for a seaman from a country with a relatively low living standard to leave his ship in Canada are very, very strong. I am afraid trade be impossible if we did not take some steps to discourage this.

Mr. Munro: I have a supplementary. Mr. Kent, that observation is quite true. I would think you have in mind a good number of Greek ship-jumpers. Of course, very little credence can be given to any claim for political asylum, because Greece is a non-communist bloc country.

Mr. Roxburgh: What about Portugal? It is a non-communist country, one that does not want its people to go?

Mr. Munroe: I just wondered.

The Co-Chairman Mr. Klein: May I ask you one question that has been puzzling me for some time, namely, the American citizen who comes to Canada, ostensibly to avoid military service in the United States, and makes violent speeches against the United States in this country. Is he considered a refugee?

Mr. Kent: No; there is nothing in the immigration law or the regulations which makes the man's eligibility for national service a factor to be taken into account in his admissibility to Canada. The fact that a man is in the age group in the United States or any other country which makes him liable to the draft, in itself is not a factor that we take into account. Nobody enters Canada, from our point of view, as somebody who is entering because he wants to avoid the draft. He is just somebody who is admissible to Canada, period. The fact that he might or might not be liable to the draft if he stayed in his own country is a factor which we do not take into account at all.

The Co-Chairman Mr. Klein: Well, what about the speeches that are made by some of these people against their own government?

Mr. Kent: The speeches that people make in Canada are not a factor that we, as an Immigration Department, take any account of. I think it would be wrong if we did. Certainly, we never have done.

The Co-Chairman Senator Langlois: Mr. Kent, while we are on this subject of draft dodgers would an unsponsored immigrant entering the labour market be considered as being liable to be subjected to persecution if he is to be drafted when he returns to his own country?

Mr. Kent: Oh, no. I do not think that counts as persecution. He is just complying with the laws of his country.

The Co-Chairman Senator Langlois: Are there any other questions on Chapter III. Yes, Senator Desruisseaux?

Senator Desruisseaux: Mr. Chairman, I just wonder what the Department's views are on what constitutes a refugee? What is a refugee.

Mr. Kent: We just accept the definition under the international convention.

Senator Desruisseaux: And what is it?

Mr. Kent: He is a person who, if he were to return to his own country, would likely be subjected to persecution on the grounds of his race, his religion, his political views. Is there anything else? Mr. Beasley is the expert.

Mr. Beasley: The definition in the convention itself is a rather lengthy one, and I will just read extracts from it, if agreeable, which I think will answer your question. A person is deemed to be a refugee for the purposes of the convention if, among other things:

As the result of events occurring before January 1, 1951, and owing to well-grounded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or particular opinion, is outside a country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country or who, not having a nationality and being outside the country of his former habitual residence as the result of such events is unable or, owing to such fear, unwilling to return to it.

It is a rather legalistic definition, but in essence it means a person who, because of a well-grounded fear of being persecuted for reasons of race, religion, nationality or membership in a particular group is unable or unwilling to return.

Senator Desruisseaux: Thank you.

Mr. Haidasz: I was perturbed just a few moments ago when Mr. Kent said that ship deserters or seamen at no time would be regarded as refugees. Is that correct?

Mr. Kent: A ship deserter does not come within the definition of a refugee that Mr. Beasley has just read. It does not mean that we do not consider his problems from the point of view of the danger of persecution,—we do indeed—but he is not a refugee in this legalistic sense.

The Co-Chairman Senator Langlois: Are there any further questions on chapter III?

Mr. Cowan: Reverting to what Herb Gray was asking a little while ago, if a son, for instance, was out here in Canada, would he be

able to bring out his father, a carpenter, under the proposed new regulations?

Mr. Kent: Oh, yes, certainly.

The Co-Chairman Senator Langlois: Are there any more questions on chapter III? We move to chapter IV and we will have the deputy make a resume of chapter IV before questions are put to him.

Mr. Kent: Thank you, Mr. Chairman. We are moving here to a really quite different area of the legislation. The first important point that is advanced in this chapter is the suggestion that the existing act has become unrealistic because it does not distinguish between people entering the country as immigrants and people entering as visitors. I suppose it is fair to say that this reflects the fact that the number of visitors used to be very much smaller than it is now, but with the modern increase in travel it is really unrealistic to suggest that we should carry out the same investigations of people coming in temporarily as we do of people who are coming in permanently. Therefore, the proposal is that while a blind eye is turned to a good many things in the admission of visitors that is clearly unsatisfactory and, therefore, in fact, the concept of prohibited classes should apply to the immigrant rather than to the visitor as such.

The remainder of the chapter deals with two very difficult issues involved in the admission of people who are ill in one way or another. The present wording of the act, in effect, reflects an earlier state of medical knowledge and we are already trying, as far as we can administratively, to bring the practice into line with the fact that many illnesses once regarded as incurable are, in fact, now curable, and it would be highly desirable if the legislation should reflect that more humane situation.

Then, perhaps, the area in which it is important to tighten up the definition of prohibited classes and make it little more specific is in the area of criminality. With the modern development of some types of organized crime into something of a business in which people may be involved who have never themselves been convicted of a criminal offence, and yet their associations are such that there is every reason to believe that they are engaged in illegal activities, it does seem important to try to broaden the definition of the—

Mr. Cowan: In other words, the McCarthy principle of guilt by association?

Mr. Kent: I think Mr. McCarthy dealt entirely in terms of political opinions did he not?

Mr. Cowan: He was speaking about their associates, and the fact that they could be held guilty for what their associates thought.

Mr. Kent: I think McCarthyism was associated with political opinions, not association with criminals, was it not?

Mr. Cowan: Does not "guilt by association" cover everything? That is his own expression.

Mr. Kent: I think it is a fairly well known situation that there are people active in a business sense in criminal rings but who are not themselves engaged in activities which have resulted in their direct conflict with the law.

Mr. Cowan: "Guilt by association" is what covers the whole thing. They are not convicted, but you say they are associated with known criminals and, therefore, you think they should be kept out, so you are calling them guilty because of association.

Mr. Kent: It is evidence of involvement in criminal rings constituting organized crime, as it is called nowadays.

Mr. Cowan: But you throw them out without a conviction.

Mr. Kent: We are dealing here with the prohibited classes and who is admissible.

Mr. Cowan: I understand what you are dealing with. I am not that bloody ignorant. But you are getting down to guilt by association, and that is what I am pointing out. They do not need to be convicted; they just need to be associated with criminals, as far as you are concerned, in order to prohibit them.

Mr. Kent: Yes.

Mr. Cowan: It is guilt by association. We make great speeches in this country against that policy.

An hon. Member: Those are the speeches that open the doors to democracy.

Mr. Kent: Paragraph 60 deals with the very difficult issue of subversion where the administration of the act is particularly difficult and the government suggests in the last sentence the importance of having the subversion provisions and yet giving full recognition to the principle that the holding or expression of unpopular opinions is not in itself an indication of anything which could properly be called subversion.

There is also a suggestion in paragraph 61 that some of the moral and medical requirements are in some respects outdated, and that the consideration should be whether, because of weaknesses of various kinds, people are liable to become a public danger on the grounds of health or crime or subversion, rather than the weaknesses in themselves.

• (11:45 a.m.)

The result of this is summarized in paragraph 63 where a list, somewhat different from the present list of prohibited classes, is proposed; and it covers the points that I have mentioned. I think that summarizes the main features of this chapter, Mr. Chairman.

Mr. Brewin: I wonder if I might turn to section 60 forthwith. I would like to preface my remarks by saying that I know the Deputy Minister has unimpeachable small "l" liberal background in regard to these matters. But I would like to deal with this question of supervision. How do you visualize the carrying out of the last sentence of this section which reads:

At the same time, it is important that recognition be given to the fact that the holding or expression of unpopular opinions, or sympathy with such opinions, is not in itself indicative of subversive activity.

It seems to me that immediately you use a broad term like subversion, you fail to give recognition to that fact. Indeed, right in this very document it is stated that there is a threat to national security from extremists who are favourably inclined towards unfriendly countries. I suggest if there is an unfriendly country in the world today it is the People's Republic of China. For very good historical reasons they are rather unfriendly to the western world, and to us, to some extent. Now, can you exclude people on that ground? Is it an unpopular opinion to be favourably inclined towards the People's Republic of China? This is a preface, but perhaps I can put my question a little more bluntly. Is it not necessary in dealing with this, and to give effect to the last sentence, to put in a definition that deals with security risks as such. A security risk can be defined, Lord Denning defined it in the Profumo case; I believe Mr. Justice Wells defined it in other cases. Surely what we have here does not give, either in section 60 or in the recommendation on page 63 which includes 63(e), "subversives", effect to the danger of excluding people on the ground of unpopular opinions.

Mr. Kent: We fully recognize the danger that that is so, I think, Mr. Brewin. I think the words "favourably inclined", if I may just mention that, do have to be read in conjunction with the ones that follow immediately afterwards "or acting as the paid agents of". The words "favourably inclined towards" are not to be read in conjunction with the mere holding of opinions—

Mr. Brewin: I submit that perhaps the little word "or" should be changed to "and" to be helpful in that connection.

Mr. Kent: Certainly, I think, we should agree at once that this wording is not as fair as ideally one would like it to be. Perhaps it would be proper for me to recall that the Minister did say, in his statement dealing with this among other matters, that a sort of complete re-shaping of policy in this area, which he and the government are certainly interested in, could not be carried out in the immigration field in isolation without consideration of the work of the royal commission which is now being appointed on security as a whole. But we propose to make the specific changes in practice, which would, we believe, remove the danger expressed in the last sentence in this paragraph in respect of sponsored immigrants, and the broader problem as it relates to unsponsored immigrants would be handled in the light of the recommendations of the royal commission on security.

Mr. Brewin: May I ask one further question on this. I take it that if someone comes from a foreign country, say, Italy, Greece, or France or some other country that some police report from the security police of those countries generally speaking is a major basis for action. Will these reports be scrutinized to give effect to this last paragraph to make sure that they are not on some police list, merely because they have held some unpopular opinion.

Mr. Kent: That is precisely the intention, that we eliminate considerations based entirely on opinion.

Mr. Brewin: You say you are going to eliminate that. This means there is to be a change to some extent at least in practice in scrutinizing these, shall I say, police reports that have been used in the past.

Mr. Kent: Yes; this was the effect of the minister's announcement in July.

The Co-Chairman Senator Langlois: May I at this point remind the Committee that we are dealing with persons who are extremist to

the point of becoming a threat to national security. I think we should not lose sight of that.

Mr. Brewin: Mr. Chairman, if your remark is directed at me, it is quite unnecessary. I am fully aware of the threat to national security. But under the guise of national security very many crimes and wrongs are done from time to time; I am one who is concerned that they shall not be done.

The Co-Chairman Senator Langlois: I just mentioned, Mr. Brewin, that we should not lose sight of this fact.

Mr. Brewin: Perhaps we should not; perhaps I was wrong in thinking that because I put the line of questioning you were directing it in any sense at me.

Mr. Roxburgh: I have a supplementary question that has to do with page 26(g) at paragraph 63, which reads as follows:

Persons attempting to circumvent immigration procedures, seeking unlawful or unauthorized employment, or giving false or misleading information about themselves or their intentions;

Now, what I am thinking about is our Chinese friends. As we all know, they think nothing about telling a falsehood—sometimes big, sometimes small—in this connection. But what I am trying to get at is this. We will say that an individual does tell a falsehood—now this has nothing to do with subversive action, or anything at all—and they are caught in it; therefore they are not allowed into the country because of that straight falsehood. I know of a case where five years later—and this happened to be in the case of a grandmother and mother, who wanted to come to Canada to see their children and their grandchildren before they died. The old lady happened to be around 80 years of age so there was not much chance of future population, that is a cinch. That was still held against them. Now, we have our penitentiaries and we put people down for 20 years, and we put people down for five years, or one year; but it is not held against them in perpetuity, so to speak. In this case, eventually the immigration department did give consideration and it was settled. I wanted to ask whether that is going to go against these people because they told a lie. It had nothing to do with subversive action in the country, but they told a lie about wanting to enter Canada. Is that going to be held against them forever, and they will not be allowed to come into the country because they told a lie? Yet we deal with our own

people who steal and commit crimes, and once they have paid, it is not held against them. Are we going to hold it against these people?

Mr. Kent: No; in this situation the first lie, so to speak, has been detected and admission was refused on that basis, and so on; so that issue is closed. I think one must recognize that if the same person applies again it would be a dereliction of duty for the immigration officer not to look a little more closely than he normally might to make sure that there is no falsehood a second time. But as long as he sees no evidence of a falsehood the second time, then the falsehood before is irrelevant.

Mr. Roxburgh: Well, it did not happen in this case. Had it not been for the insistence, we will say, of a member of parliament—and I am not talking about myself—whoever it happened to be, and continued insistence, they would still be over there. Once it was pushed and doubly pushed they were accepted. But any person who does not have someone working for him is pretty near finished.

Mr. Kent: But I am sure, Mr. Roxburgh, that our administration has benefited from that experience.

Mr. Roxburgh: Thank you.

The Co-Chairman Senator Langlois: Are there any more questions on chapter IV?

Mr. Cowan: I would like to ask one question, sir. As I look at the White Paper I see there is a lot of verbiage concealing the fact that instead of keeping people out because of race, colour, and creed, we now keep them out on the basis of education or skills. We do not say that in such few words; we have a big White Paper on it. But just to show how verbiage is being used, on page 26 in paragraph 63, we talk about the general intention is that the following should be prohibited; subsection (f) procurers and pimps. I covered police court for several years as newspaper man, now what is the difference between the two? I have an Oxford Concise Dictionary here which says that pimps are procurers; so what is the reason for putting the extra word in?

Mr. Kent: I must plead a lack of the knowledge that would enable me to answer this question, Mr. Chairman, except to say that I think that repeats the wording of the legislation as passed by parliament in its wisdom the last time it dealt with the Immigration Act, and we therefore did not change it.

The Co-Chairman Mr. Klein: I do not quite follow your question. Are you suggesting that procurers and pimps should be admitted to Canada.

Mr. Cowan: I was just using this as an example to show you the use of verbiage to conceal the points in question; this is an unnecessary word in this report.

Mr. Kent: I cannot help saying, sir, that we were following the precedent established by parliament.

Mr. Cowan: They are going to keep them out because of their skill in that trade.

Mr. Brewin: I have another question, but if any other member of the Committee, who has not had a chance, wants to go first, I would be glad to defer it.

The Co-Chairman Senator Langlois: Go ahead.

Mr. Brewin: There are two matters, 62 and 63(g). The first sentence of 62 reads:

There is also need to include in the prohibited classes persons who gain or seek to gain permanent or temporary admission to Canada illegally.

And then in 63, among the people prohibited:

(g) Persons attempting to circumvent immigration procedures,...

I just want to suggest that those sentences are very, very broad and need to be defined very much more carefully before they are put into any form of legislation. Because many people circumvent immigration procedures. I suppose I have been forced in the course of duty to spend an awful lot of time trying to circumvent immigration procedures, and I encourage others to try to do so. It is perfectly proper, I am told, to study the Income Tax Act to see if there is some way that you can avoid falling within its provisions. I suggest that this attempt to circumvent immigration procedures is very general and from the immigration offices point of view, almost everyone is attempting to circumvent the procedures.

Mr. Kent: We hope our officers do not take that point of view, Mr. Brewin.

Mr. Brewin: I have had cases where people have been excluded on the ground they are not bona fide non-immigrants, they are not bona fide immigrants, merely on the ground of something that is supposed to be in their head.

Mr. Kent: We have made some considerable improvements in some of these respects, but most certainly the department would have no disagreement at all with this, and we entirely agree that this very general language would have to be tightened up in the writing of legislation. The whole of paragraph 63 was intended to be covered by the phrase "without going into legal detail", at the beginning.

Mr. Brewin: I know, but the first one about gaining temporary admission to Canada illegally is a very broad question of whether it is illegal or not and I hate to see people prohibited merely because they sought to come to Canada in some way that a departmental official rules was illegal. There is a real danger in this type of language.

Mr. Kent: We will attempt to avoid the danger.

Mr. Cowan: With regard to paragraph 59 where you talk about the grounds for refusing admission to criminals needs to be broadened, I believe that the extradition treaties should be broadened to include a great many more accused people than are now covered by the extradition treaties. Is the Immigration Department making any representations to the Cabinet to broaden the extradition treaties so that people who come into Canada and who are not wanted, might be extradited to the countries from which they came, or are you going to tell me that this is a matter for justice and immigration has never concerned itself with broadening the extradition treaties?

Mr. Kent: We would get in awful trouble with the Department of Justice if we did get too involved in that I am not aware of our taking this view, just because it is not our business.

Mr. Cowan: Do you think Canada is altogether too convenient a place of refuge for criminals of all kinds? It would not be a convenient place of refuge if our extradition treaties with other nations were broad enough to include nearly every class of criminal that you say Canada does not want to have in the country. If the extradition treaties were broadened, then there could be an answer to this problem you raise in paragraph 59, instead of convicting them on guilt by association.

Mr. Kent: To the extent to which the country from which they came wants to extradite and get them back, then from our point of view, that is fine, that removes the problem. But there could still be cases where we did

not want a criminal to obtain Canadian domicile and Canadian citizenship, although there was no country which did want to extradite him. The broadening of the extradition treaties would not remove the whole problem.

Mr. Cowan: It would not remove the whole problem, but it would remove a lot of them. You talk of a convenient place of refuge for criminals. The only criminals who can find refuge here are the ones who cannot be extradited; the ones who can be extradited do not find any refuge here.

Mr. Kent: Assuming there is another government who wants to extradite them.

Mr. Munro: Mr. Kent, on your statement regarding exclusion of people who are associated with criminal activity in syndicates, and so on, I think for the very cogent reasons you have suggested, we have to prohibit them, irrespective of whether they have a criminal offence or not. Having said that, could we not look at the definition of paragraph 63.

Mr. Kent:

(c) Convicted or self-confessed criminals, associates of criminals, or fugitives from justice;

Mr. Munro: Take a case of a person in a country of origin who would be otherwise sponsorable and has a skill, committed some rather minor offence, really a minor theft when he was 14 years old, and he is now 23 or 24 and has never been in trouble since, and he has acquired a skill that could be useful to Canada. In a case like that, he would be embraced by this 63 (c) would he not?

Mr. Kent: No; it was not intended that he would be. As you remember, Mr. Munro, first of all, to be relevant at all, it has to be a crime involving moral turpitude which is the phrase of the existing act, and it was not suggested that that be changed. Secondly, there is provision in the act of a five-year rehabilitation period; that the conviction of a crime involving moral turpitude is only in itself automatic grounds for placing him in prohibited classes for five years.

Mr. Munro: He will not be embraced.

Mr. Kent: We have no intention of changing this now.

The Co-Chairman Senator Langlois: Senator Desruisseaux, you are next.

Senator Desruisseaux: I would like some clarification; in paragraph 63 (e) you have the word "spies". If a Russian working for Britain

in Russia, wanted to come to Canada, would you classify him as a spy?

Mr. Kent: I do not think that is the sort of spy we were concerned about.

The Co-Chairman Senator Langlois: What do you mean by working, Senator?

Senator Desruisseaux: It is generalised in the paragraph.

Mr. Kent: Mr. Beasley points out to me that this is covered by the existing legislation which we did not intend to change; that it is persons who are believed to be engaged in espionage, and so on, directed against Canada or detrimental to the security of Canada.

Mr. Haidasz: Mr. Chairman, with reference to paragraph 63 (a), I do recognize that the health examination of prospective immigrants is carried out by the officials of the Department of National Health and Welfare, and I would like to pursue questions of whether epileptics would be admissible to Canada in the future. Would it be possible to hear medical witnesses from the department, or would Mr. Kent be able to answer some of the questions referable to paragraph 63 (a)?

Mr. Kent: It would obviously be wrong for us to pretend to have expert knowledge that we do not have; but certainly on the specific question about the epileptic, our intention was to remove this from the prohibited classes completely, on the grounds that it is now a treatable disease and not an incurable one.

Mr. Haidasz: Just one other simple question. Would you have a list of these so-called diseases, mental or physical, that constitute a danger to public health and safety. Are they available this morning?

Mr. Kent: No.

Mr. Beasley: I think it could be any contagious disease, while in the contagious stage of the disease.

Mr. Kent: This was intended to be a purely medical criterion, something that is apt to spread.

Mr. Haidasz: I presume we could call witnesses from the Department of National Health and Welfare just to pursue this questioning and get more information on this subsection.

The Co-Chairman Senator Langlois: Are there any further questions on this chapter?

I would suggest then that we move to chapter V. Is there a statement you wish to make, Mr. Kent?

Mr. Kent: I do not think I need to say very much, Mr. Chairman, because in many ways the general points here have been covered in earlier discussions in one way or another. There is a very real sense in which the whole nature of the immigration problem from a control point of view has changed completely with the development of air travel, so there are many, many more people entering as visitors compared with times when on the whole, if people came at all, they were coming either as immigrants or for a fairly long stay. As part of that new international situation since the war, the government of Canada has responded to the general desire to free travel from restrictions and in particular has abandoned visa requirements with a great many countries, all the countries of western Europe, and so on, and this has obviously helped not only to increase the purely inspection problem in terms of facilities at airports and so on, but also has resulted in a very large increase in the number of people who deliberately come as visitors rather than bother to declare their intention of staying.

This makes even more important than before, that we should, wherever possible, determine the acceptability of an immigrant in his own country before he sets out, rather than try and do it when he arrives; that is very unfair to him and very unsatisfactory as regards administration.

The chapter just summarizes the type of selection procedure, which we have described in more detail in the documents we have already tabled before the Committee. In order to try to minimize the problems that arise from the large numbers of visitors, it is proposed to introduce a travel document in co-operation with the transportation companies. We have been talking to them about that, and I think have their agreement to the filling out of a simple arrival-departure record which would give us a better basis than in the past, for knowing when a visitor has in fact stayed for a longer period than he had originally been admitted for.

The transportation companies will take the responsibility for seeing that people have this document when they arrive and that it is collected when they depart. This applies to travel from overseas; it is not possible to have such a requirement across the land border, where people are crossing to a large extent by car and so on, but we will be able to make arrangements with the United States authorities whereby people who arrive as visitors

from overseas and then depart by going into the United States; the collection of the arrival-departure card would be made in those cases by the United States officers.

This chapter does discuss one or two difficult problems about the identification and the control of people in the country, this very difficult issue of fingerprints and so on, and frankly, the government does not take and position on that.

The remaining section of the chapter deals with deportat on, and here there are considerable suggestions which the Minister has already described for a considerable change in the law, and also under the legislation which is already before the House, for the introduction of an appeal system which would mean that the final determination of any deportation proceedings would be in the hands of a reconstituted and thus strengthened appeal board instead of being in the hands of the department. I think that summarizes the main points, Mr. Chairman. That, of course, has its application to ministerial discretion; the effect of the change in the appeal system would be to remove a great deal of the ministerial discretion which there is under the present act. Of course there is no possibility of removing the ultimate responsibility for ministerial decision as to the admissibility of the immigrant as such from overseas, and it is suggested here that the Governor in Council procedure for setting aside the requirements on humanitarian grounds must, of course, be retained. This is the key part of ministerial discretion. I said humanitarian of course, I am using humanitarian to include compassionate. There is a brief discussion here of the general security screening problem, which I think really repeats what I said earlier when talking about the prohibited classes.

Mr. Munro: Mr. Chairman, may I interject for a moment before Mr. Kent finishes. Actually, in my opinion, one of the very attractive features of the White Paper is set out in paragraph 96.

However, it has been decided to adopt administrative arrangements which will permit the processing of applications for the entry of sponsorable relatives, wherever they may live.

I think this goes a long way in relieving one of the gravest hardships which has caused a lot of mental anguish to many people in this country. What I am wondering, and, perhaps, the Deputy Minister could elaborate on this, is

how soon this could be implemented and whether it is dependent upon the formal passage of any legislation consequent upon the adoption of this White Paper.

Mr. Kent: No; it is not dependent on the formal passage of any legislation. The steps to be taken were announced by the Minister in July. There are really two. One is that we do have to prepare a more detailed application form than is now required for the intending immigrants, so that we can obtain a little more knowledge about them than is done at present.

Second, it requires the establishment of officers in countries behind the Iron Curtain. The Minister announced the other day, this is being done in the first place for Yugoslavia and Poland because these are the two countries where the greatest number of people who are not at present processed would probably come from and I am afraid these things take some months. We expect to be able to begin this very important change fairly early in the new year.

The Co-Chairman Senator Langlois: I am glad Mr. Munro raised this point and has indicated to the Committee that at least one of the suggestions contained in this White Paper can be implemented without any new legislation. I do not mean that this is the only one. There are many suggestions contained in this White Paper that can be implemented without new legislation. I would like to suggest to the Committee that they might consider dealing with these suggestions that can be implemented without new legislation because legislation might be slow in coming. It might take a year or more. If I may carry on, if we can deal now with some of the matters raised in this White Paper that can be dealt with without new legislation I think it would be a good idea to give them priority in our discussions. I am just making a suggestion here.

Mr. Munro: Mr. Chairman, my only comment on that is presumably the government is proceeding with this policy change,—paragraph 96, now, based on the reasoning that they have already heard a consensus of opinion in all parties that it should be done and they feel they have the necessary—

Mr. Kent: With respect to this particular matter which Mr. Munro referred to, when the Minister announced the intention in July the reactions appeared to be generally favourable after that had happened, we began to take the steps to put it into effect and hope

that it will actually be in effect, as I say, fairly early in the new year.

Mr. Roxburgh: Mr. Chairman, may I suggest—

The Co-Chairman Mr. Klein: May I make a suggestion apropos of what Mr. Munro has stated and the Co-Chairman has just stated, namely, that perhaps at the conclusion of our discussion of the White Paper we might get a resume from Mr. Kent of the areas that could be implemented immediately and deal with them at the conclusion of the White Paper.

Mr. Roxburgh: I was going to deal with the same thing that Mr. Munro dealt with only maybe a little more in detail. We will go on then with exactly the same thing. Mr. Kent, you have already stated that the government has proceeded to see that there are some supervisors, or whatever you may call them, in Yugoslavia and Poland. This will make it easier to bring immigrants from those countries. What procedure are you taking for similar countries where you have no representatives. How are you going to handle the people who are wanting to come out from those countries and are allowed to come out from those countries? What procedure takes place to allow them to come out? As you say here, the only proper place to determine the acceptability—and I think this is right—of an immigrant is in his own country before he uproots himself and his family. What procedure is the present government taking and the Department of Manpower and Immigration with regard to people in a country where we have no representation.

Mr. Kent: If that is a country other than an Iron Curtain country.

Mr. Roxburgh: I should have been more specific. I am really referring to Iron Curtain countries—behind the Iron Curtain.

Mr. Kent: Behind the Iron Curtain?

Mr. Roxburgh: Yes.

Mr. Kent: If they are not behind the iron curtain even if we do not have officers there, they make periodic visits. Behind the iron curtain, so far, we have had no one; no immigration officers. We are now taking the first step—Poland and Yugoslavia. As far as the government's policy is concerned, that is, literally the first step, and the intention would be to go on and try to make the same arrangements in other countries.

Mr. Roxburgh: Yes, but in the meantime what about these people? Suggestions have come from different members, myself included, that you give consideration to the person bringing them out; in other words, the sponsor. What type of an individual is this Canadian? Is anything like that being taken into consideration, because there is no other way of doing it, as far as I can see.

Mr. Kent: This really has been a gradual process, Mr. Roxburgh, and the first step in it was on sort of an experimental basis. It was done first of all in Poland without having any officers there because that was the biggest problem. Increasingly sponsored immigrants have been granted entry from Poland without any pre-examination of the immigrant himself, on the basis of the type of sponsor. We are now able to move in Poland and Yugoslavia to a proper system, and having done that in Poland and Yugoslavia we will propose to extend what we were doing in Poland on an experimental basis to the other Iron Curtain countries and gradually try to bring the whole system on a basis on which it is genuinely—

Mr. Roxburgh: In other words, do you not think where the person bringing them out has an exceptionally fine record in Canada that this is possibly as sound a way as any because they are certainly not bringing out unacceptable people. I have illustrated this a number of times before, and I just want to make sure of this, and I am glad to see this. I think this is one of the best things that has happened because a great majority of these people—as you have just stated, with airplane and motor transportation and with everybody with a bit more cash in their pockets—are visiting their home lands now. These people whom they are asking to come out are as sound a citizen as you can get. I just wanted to stress that and just make sure that was a possibility.

Mr. Kent: I think perhaps I could summarize this if I said we understand that the government has said in this White Paper that as a matter of policy, it wants the Canadian to be able to sponsor relatives from any country in the world with equal ease irrespective of what the country is. As quickly as we possibly can it is our job to take the practical steps to make that effective. We all understand that it takes time.

Mr. Munro: One question that occurred to me while Mr. Roxburgh was talking, and I do not believe it is referred to specifically in the

White Paper, is this two year requirement. A person leaves a country and goes to another country. Before he is allowed to come to Canada I believe he is required in most cases to spend two years in that country before he is permitted to come to Canada. Is the department looking at that. In terms of what they are suggesting here now, I wonder if there could not be some relaxation in that provision.

Mr. Kent: That indeed is part of the intention as the Minister described it. As I said earlier, in order to do this we have to devise a more effective application form which does mean that by the simple process of application we learn more about the person concerned. For example, this person has been in Paris for six months, having somehow got there from Hungary, or wherever you like. We do need to find out a bit more about him than the present application form puts on the record. The object is to try to be able to conduct a more detailed interview on the basis of a more complete statement of his life history, and so on. But if on the evidence of that there does not appear to be any reason to doubt his eligibility, then he is eligible without that two year artificial waiting period.

Mr. Munro: In other words, as soon as you have the administrative procedures worked out in terms of these application forms, and so on, then you are prepared to dispense with the two year requirement as a formal requirement?

Mr. Kent: Yes.

Mr. Munro: Mr. Chairman, I would like to point that out, too. I think that is going to afford a great deal of relief to a lot of people.

Mr. Roxburgh: In that case, the relatives in Canada would have quite a bearing on it. The two year waiting period will be out once you have the information.

Mr. Kent: We have to gradually develop a satisfactory procedure or a procedure which is acceptable to the various people concerned. That is what we are getting to, as fast as we can.

Mr. Brewin: Mr. Chairman, I would like to ask Mr. Kent about a very general problem. There are a lot of details in this problem in which I am very interested but it is a very general problem. In the good many years experience with the administration of this act that I have had and I am looking at it from

the point of view of the would be immigrant, I have found that the single most serious weakness, as I see it, has been that very many people have been refused admission, either on a sponsorship basis or an unsponsorship basis, by a short statement that they do not meet the requirements, period, and then it is followed by the fact that supposing they are in the country and are able to get to a hearing by a special inquiry officer, they are told that the reason for exclusion is that they do not have a visa or a medical certificate. Then, in turn, when they appeal, their appeal is whether they have a visa or a medical certificate. The only people who can give them these documents are the immigration officials and they have refused these documents. They, then, have a hearing which has been described by the courts as a farce and then they have an appeal. I do not know if the courts have ever described it but if they ever looked into it they would certainly describe it as a farce. What is being done under this new set-up to remove that most serious gap, because many people are excluded on these grounds that bear no relation whatever to the real grounds of their exclusion? They do not get a hearing; they do not have a meaningful appeal. This might still be the case, no matter how many appeal tribunals you set up, unless this problem is dealt with.

Mr. Kent: We, of course, recognize the problem. It does arise from the present nature of the law. Clearly, it is unsatisfactory. I do not think seriously there are two opinions about that; certainly, it is very unsatisfactory from the point of view of people trying to administer the law. Our intention was, without trying to pretend to be a legal expert about this, that in the new legislation the grounds of deportation will be those spelled out—I think, it is paragraph 83 which deals with this—that a landed immigrant will be deportable only on grounds of criminality, subversion, disloyalty, sabotage, involuntary or wilful indigency, provided that there was no illegality in his admission and that deportation on these technical grounds will no longer take place.

Mr. Brewin: What about the person who is a non-immigrant and the right of appeal has been given to the person sponsoring him, but he is non-immigrant. Is it contemplated that the real grounds of his being refused admission will also be given? I am thinking in terms, for example, of sponsorship for a person who is still in a foreign country, who is not

here yet. As I understand it, perhaps I have not read it very carefully recently, the new Immigration Appeal Act will give—

Mr. Kent: Will apply to the sponsored immigrant. The sponsor will be able to appeal.

Mr. Brewin: Yes. But if the grounds for refusing to allow him to sponsor, or bring the person in, is that the person does not meet the requirements because he does not have a visa, then that right of appeal would be useless.

Mr. Kent: No; but our intention was that under the new legislation that would not be the grounds.

Mr. Brewin: I see. Well, we will have to make sure that we get that in.

The Co-Chairman Mr. Klein: Plus the fact, as I understand it. The new immigration appeal board, but I may be wrong about this, will have the discretion of the Minister on this, and will have a wide discretion and under those circumstances I would foresee that the obstacles you speak of, even if they were such, would be removed by the immigration appeal board.

Mr. Kent: I think that is fair, Mr. Chairman. If we were to attempt to deport en masse without giving reason, an appeal board with a final power of decision would, in effect, reject our reason.

Mr. Brewin: I am very glad to have that on the record because I can assure you and, perhaps, you know it very well, that this has been a real obstacle in the past and a real injustice.

Mr. Kent: It has been the department's wish to change it and improve it.

Mr. Curry: The only thing I would add, Mr. Chairman, is that the reason for using the device of no visa and no letter of pre-examination often-times has been as a matter of protection to the person concerned, particularly on the ground of disease.

Mr. Brewin: Also, that is a matter which could be done on consent. I mean in the sense that if a person asks to be given a reason.

Mr. Curry: All of us have been wrestling with this problem over the last many months, but I share the view that you have.

Mr. Brewin: I do not want to go into it here but I think you make a big gap in this whole system when you exclude from appeals the security cases. However, I think there is an appropriate place for me to raise that. I only

mentioned it because I do not want by not questioning it here to indicate any implied approval—

Mr. Kent: Mr. Chairman, I believe Mr. Beasley has a supplementary point he would like to mention.

Mr. Beasley: I have very little to add to what Mr. Brewin has said but merely to try to put it in context of the difficulty which you have mentioned and which we all recognize and have shared for years. I think it arises out of the present legislation which under Section 7, as you know, puts a person in Canada as a non-immigrant who applies for permanent status in precisely the same position as though he were applying outside and, therefore, he must comply with all the requirements as though he were applying outside, including the non-immigrant. The proposal in the White Paper is that we specifically in the legislation provide a procedure to deal with the non-immigrant in Canada who wishes to stay and sets forth in detail the requirements he must meet as opposed to the immigrant applying from outside.

Mr. Brewin: You may have to give him a right of appeal, too.

The Co-Chairman Mr. Klein: Are there any further questions on chapter V? We will move on to—

Mr. Cowan: In Paragraph 75 the intent is to waive entry visas from all visitors from friendly countries on a reciprocal basis. Is one of the friendly countries China who buys wheat from us or Russia that we recognize or countries we do not recognize or countries that we do or what?

Mr. Kent: The Department of External Affairs, I suppose, should answer this question. It is their jurisdiction, not ours, but at the moment they are, in effect, all European countries outside the Iron Curtain; Japan and, of course, all Commonwealth countries, the United States, of course.

Mr. Cowan: You have not answered my question. Since China buys so much wheat from us, is she a friendly country or not?

Mr. Kent: Not, sir, in the sense in which the word is used here.

The Co-Chairman Mr. Klein: A friendly customer.

Mr. Cowan: Why do we use it then if it is not in the sense in which the word is used here?

The Co-Chairman Mr. Langlois: Do you think, sir, that the trade should be the criterion?

Mr. Cowan: Particularly when they are buying such vast quantities. I think they are quite friendly.

The Co-Chairman Mr. Langlois: You would make it a matter of business, then and trade.

Are there any further questions on chapter V?

Mr. Cowan: Subsection (b) of chapter '78 reads in part:

The various federal agencies in frequent contact with the public will be required to report to immigration the names of persons—

I am told from time to time, not by the department, that many of the immigrants who come here get on the welfare shortly after they are here. I am told this. I have never been given a case in point.

The Co-Chairman Mr. Klein: May I interrupt you? This is in the next chapter. This comes under the next chapter.

Mr. Cowan: Are we not on chapter V?

The Co-Chairman Mr. Klein: If you will look at chapter VI, on page 38.

Mr. Cowan: I prefer to look at chapter V. I thought you were dealing with chapter V.

The Co-Chairman Mr. Klein: We are dealing with chapter V but you are now going into the question of immigrants on relief, and so on.

Mr. Cowan: I just wanted to ask Mr. Kent a question. Is there no co-operation now in getting reports from the Immigration Department as to whether or not immigrants do go on relief shortly after they arrive. I have never seen any statistical proof of the statements that are made—when I say statements, I mean remarks which are made to me. I would like to get some facts and figures to show that it is not correct.

The Co-Chairman Mr. Klein: Again, I might say, you were not present at some of the previous meetings but it has been established before this Committee that there is, first of all, full employment in the country statistically, which would indicate, by an answer given by, I think, Mr. Deutsch, that the immigrants who have come here up to this point have already been integrated.

Mr. Cowan: I agree. That is what I think.

The Co-Chairman Mr. Klein: Secondly, it has been stated that a figure of some \$30,000 odd has been expended in relief for the last two years. I think, this was the statement made by you the other day, Mr. Kent? There were 30,000 odd on relief in the last two years?

Mr. Kent: No, I do not think that is quite right, Mr. Chairman.

The Co-Chairman Mr. Klein: But in any event—no, it was a million something.

Mr. Kent: That is right.

The Co-Chairman Mr. Klein: A million something.

Mr. Curry: It was \$1.1 million.

The Co-Chairman Mr. Klein: It was \$1.1 million that was spent in the last two years for relief as opposed to \$250 million which has been brought in by immigrants in the same period.

Mr. Curry: Mr. Chairman, may I offer a word of interpretation in case Mr. Cowan would be confused on this. The welfare payments that you are speaking of now would apply to the immigrant within a very short time—within the very day of his arrival—and after that it is not relief in the sense you are thinking of, Mr. Cowan.

Mr. Kent: The points to which Mr. Cowan has referred, if I understand you correctly, Mr. Cowan, are the complaints of municipal officials that their relief rolls are swelled by relatively recent immigrants.

Mr. Cowan: But they never substantiate the remark.

Mr. Kent: I think it would be fair to say that the surveys that have been made, and we do not do any detailed follow up on this; we do not think it right that we should do, but the sample surveys which have been made from time to time do suggest that when there is relatively heavy unemployment, then, undoubtedly quite a proportion of the people who in a large city, then become applicants for welfare, quite a proportion are relatively recent immigrants without any well defined occupation.

Mr. Cowan: Yes, but we have not had any relatively heavy unemployment since Diefenbaker was defeated in April of 1963. That is over three years ago.

Mr. Roxburgh: Just while we are on the subject, there was a statement made by, I think, Mr. Beasley, but I am not sure. Is that

\$1.2 million in relief for immigrants? You made a statement that when they just arrived here sometimes they have to be helped. Is this all added in to this \$1.2 million?

Mr. Beasley: That is right. For instance, Mr. Roxburgh, we put people up—the immigrant and his family—maybe for a day or two or even a week, while he is waiting other transportation or until his job begins.

Mr. Kent: This is the main expense. It is essentially for accommodation in the short run.

The Co-Chairman Senator Langlois: You can hardly call that relief.

Mr. Cowan: Is there not a close rapport now between these authorities under the federal Immigration Department on that score or is it something which has yet to be developed?

Mr. Kent: It is something which needs to be improved for these reporting purposes in 78(b).

Senator Desruisseaux: Part of Section 67 reads as follows:

Non-immigrants are expected to confine their main activities to the purpose stated at the time of entry but are otherwise restricted or controlled only superficially.

What exactly is meant by superficially? They always ask us, as I understand it, is it business or pleasure? That is about the limit.

Mr. Kent: That is about it. There are no real restrictions or controls on the non-immigrant unless he gets into a situation where he is behaving as if he were a permanent resident of the country.

Senator Desruisseaux: But there are really no controls.

Mr. Kent: No.

• (12.45 p.m.)

Senator Desruisseaux: Thank you. Section 85 reads:

The provision in the present act that an immigration inquiry should be "separate and apart from the public" was intended to protect the individual's right to privacy. It has been misconstrued as a measure to enable the immigration division to hold its hearings in secret. It is intended that this arrangement be changed so that any individual called before an inquiry may have with him not only a person to act as counsel but such other advisers or witnesses as he may wish.

Why not the public.

25373—41

Mr. Kent: Because the stage of the inquiry is purely an administrative inquiry under the act. The stage at which the public is admissible in terms of the court proceedings is the stage of the appeal board.

The Co-Chairman Mr. Klein: There the public will be admitted?

Mr. Kent: Yes, under the new legislation.

Senator Desruisseaux: Thank you.

The Co-Chairman Senator Langlois: Chapter VI. Financial and other Assistance. Mr. Kent.

Mr. Kent: Thank you Mr. Chairman, perhaps it would help if I just very briefly summarize this. What is discussed here, of course, is first the question of what financial assistance should be given to help immigrants to come to the country. And the conclusion that is arrived at is that it would be not a good practice for Canada, at this stage, at any rate, to provide free passage assistance, but that the existing assisted loan passage system ought to be made universal.

Up to now it has in effect been discriminatory and just for the benefit of people from Europe, and not elsewhere. This is perhaps an example, Mr. Chairman, of a point in the White Paper that to some extent can be carried out without a legal change, and indeed already has been done to the extent that the Minister announced some time ago that the Caribbean would be included. However, we cannot go very far in doing this without a legal change because there is a limitation of, I think, \$12 millions, for the revolving fund with which we finance these loans, and the action of parliament is required before we can go beyond that limit.

The remaining paragraph or two of this chapter discusses the assistance to be given to immigrants in settling in Canada. Perhaps it is important to emphasize, because this does seem often to be misunderstood, that it has never been the policy of a Canadian government to, sort of take a paternalistic attitude about the immigrants. On the contrary, the essence of the approach has always been once he is here he is like everybody else, and the minimum transitional assistance is provided to him by the department. We hope to improve that in terms of our capacity to counsel him and advise him about employment when he arrives, the same way as we hope to do for people in general; but beyond that he has become a member of the Canadian public and the services that are available to him and the

assistance, if he needs it, are available to him on exactly the same business, neither more nor less, than they are available to other Canadian residents.

The Co-Chairman Mr. Klein: Any questions?

Mr. Cowan: I do not like to ask a deputy minister anything about a statement that I believe was prepared by the Minister, but the Minister did not hurt himself any, did he, when he patted himself on the back on the sentence in paragraph 98:

However, the scheme needs revision to reflect the universal and non-discriminatory selection policy outlined in this White Paper.

As I said before, I believe that there is still a discrimination of class, creed and colour and, they are now picking up education and skill. Why even use the adjective "non-discriminatory"; anybody can see that there is discrimination. Why throw it in? Did Marchand reach round his back and pat himself, or did somebody do it for him?

Mr. Brewin: I am prepared to do it for him myself. I think he deserves some credit for it.

Mr. Cowan: Non-discriminatory, I do not think the word should be in there. "However, the scheme needs revision", this is all right. There is no need to say "and non-discriminatory selection". Over in Chapter VII—we are not in it yet—but they talk about "The only restriction"; they do not use the word "discriminatory" they use "restriction".

An hon. Member: It is a question of semantics.

To Co-Chairman Senator Langlois: Any further questions. Chapter VII.

Mr. Kent: This is an attempt to summarize very briefly. Perhaps I should say that so far as the selection according to occupation or education is concerned, the proposals of the White Paper, of course, in this respect do not make a change. What the government does here is in effect to reaffirm the existing policy.

The Co-Chairman Senator Langlois: Any questions? Since I understand there are no further questions, I would now ask the deputy minister to tell the Committee what he thinks can be implemented before any legislation is enacted. Could you give us an idea about this now?

Mr. Kent: Certainly, Mr. Chairman. Perhaps I could draw a distinction between the major change in the Immigration Act itself

and other legislation, because of course one of the most important changes proposed here, namely, respecting the appeal board, is before the house in terms of a separate bill. And of course that can be done without the need to prepare the complete overhaul of the Immigration Act. Perhaps it would be fair to say it has an importance in terms of the improvement of the justice and the humanitarianism of the act, which are very great indeed.

On the purely administrative measures, I suppose the most important ones which could be acted on quickly, if the government feels that there is the necessary degree of support, would be the administrative arrangements in Iron Curtain countries which do involve the development of the more detailed application form, the establishment of offices there, and also the use of that more detailed application form to deal with the problem that I think Mr. Munro and others referred to, in terms of easing the sort of artificial restrictions, like the two year rule, and so on, in the admission of immigrants from countries other than from behind the Iron Curtain.

The arrival-departure records, which I referred to a few minutes ago, would certainly help to put this difficult business of the control of visitors on a basis where it could be more efficient and less discriminatory in its practical application in terms of the accident. The discrimination is entirely in terms of the administrative delays that arise from the fact that this enormous number of visitors applying for landing has accumulated, and therefore the process of dealing with them just, is, in a sense, an arbitrary one, in that it takes time and you just have to go through a list and a lot of people are left uncertain very much longer than others. There are so many cases to deal with that it is very hard to give to individual cases all the attention and consideration that ideally they should have. Therefore, if anything can be done to improve this whole procedure of the admission of and the recording of visitors, then it would enormously, I think, smooth the practical processes.

The policy question related to that would be the putting onto a permanent basis of the policy that the Minister has been pursuing since July in attempting to deal with the enormous backlog; that is to say, essentially saying the person who comes as a visitor should be able to change his status to that of permanent resident under the sort of conditions which are stated in Chapter III para-

graph 52. That is to say, essentially, that if he was admissible, he would have been admissible if he had applied overseas, then only in those circumstances would he change his status from that of visitor to that of landed immigrant, and he would do so in that case with a one years' delay procedure.

The visa; in connection with this, there is an important incidental policy issue, that it is right to handle this problem in this way rather than returning to visa arrangements with other countries, which, of course, would be the alternative which might otherwise be considered, that would probably be regarded as a retrograde step. On the contrary, the suggestion in the White Paper is that it would be better to continue to move in the other direction and to make non-visa agreements, if I may call them that, with as many countries as possible.

I am trying to run very quickly through the main points that arise. Otherwise there are things like the procedure of inquiries. This really is a very routine report, because we already attempt to do it, to make it quite clear that advisers and witnesses are welcome at inquiries. And the importance of getting little matters like the interpreters sorted out; but we do our best to provide an adequate interpreter, but if anybody is not convinced of that and wants to bring his own, then he is welcome, and so on. These are all relatively small matters, but in the practical administration of the act they are pretty important.

There is a point, in a sense, of administrative policy of great importance. There are people who, of course, as is mentioned in the White Paper, feel that a fine or jail sentence might often be more appropriate than deportation as the way of dealing with somebody who has committed an offence against the Immigration Act. The view suggested in the White Paper is that on balance it is undesirable, generally speaking, to fine or to jail people for the same offence which makes them prohibited under the Immigration Act, and a far better procedure is simply to deport them where it is appropriate and not to engage in other forms of punishment.

There are other matters which are marginal in terms of the existing legislation in the sense that—for example, the suggestion about refugees which is made here, could be covered by separate legislation and would not be part of the major overhaul of the act; and also the

question of consultative machinery. We have felt for a long time that this is a matter on which there was inadequate consultation between government and interested agencies, and the department has inherited quite a bit of consultative machinery of one kind or another from the manpower side of its business, the national employment committee, the national technical and vocational training advisory council, and the national council honorary rehabilitations. The view suggested here which would require legislation, short legislation presumably, would be that in tidying up the situation it might be highly desirable to create a manpower and immigration advisory council whose responsibility would be to advise the Minister on all policy matters coming within his responsibility. I think those—

Mr. Cowan: When are we going to question him?

The Co-Chairman Mr. Klein: I would like to make a suggestion that this is perhaps a very important area that we are in at the moment. We should have a special session only to deal with the suggestions now made by the deputy minister.

Mr. Brewin: I wonder if I could make a suggestion then. I am not at all disagreeing with you. Would it be possible to go through the recommendations in the White Paper some way or other, and I do not mean just the statements, I mean the recommendations for action, and list them. Possibly other classifications may appeal to other people, but where administrative changes are required might be (a); (b) where changes in the order of council or regulations are sufficient; and (c) where it is suggested that legislative changes may be required, and such a table would be very helpful to the Committee.

Mr. Kent: I attempted to do that in a very rough way verbally you know, but we could do it exactly and have it available within an hour or two.

Mr. Brewin: I know you did but I thought it would be helpful in seeing the progress that we make.

The Co-Chairman Senator Langlois: Using it as a working paper.

The Co-Chairman Mr. Klein: Mr. Chairman—well we will adjourn in a minute or so—could I get the views of the Committee as

to whether we should deal with that, say later today, or say, next Tuesday. The only problem is whether it is possible, although probably not probable, that we might adjourn before Tuesday, in which event some of our members would not be here. Would you suggest that we deal with this later this evening, or come on Tuesday?

Mr. Brewin: You seem to be looking at me.

The Co-Chairman Mr. Klein: No, I am speaking generally. I do not know why you should be so self conscious.

Mr. Brewin: I know, but perhaps some other members feel the same thing. I cannot be here this evening for personal reasons.

The Co-Chairman Mr. Klein: You cannot be here this evening?

The Co-Chairman Senator Langlois: What about next week, then? And in the meantime we will—

The Co-Chairman Mr. Klein: Or this afternoon at 4.00 o'clock, perhaps. I would like the views of the Committee.

Mr. Kent: Well, we could have the paper ready by 4.00 o'clock.

Senator Cameron: Would we require a quorum for that?

The Co-Chairman Mr. Klein: We would require a quorum. I think then perhaps we

might be better instructed to have it for next Tuesday.

Mr. Kent: Perhaps, if it would help Mr. Chairman, we could prepare this paper right away and send it to members of the Committee immediately.

Mr. Brewin: —It might be too much of a hard job, but if, for example I have run over very quickly in my mind the sections of the present Immigration Act that I think might require revision in the light of the recommendations made—we would go so far as to say changes will be required for (a), (b), (c) of sections so and so. Perhaps that is—

Mr. Kent: Mr. Chairman, as much as we would like to do that, it would be a very difficult thing to do quickly. As you appreciate the Department of Justice comes into this picture; we are getting into a relatively technical legal area. So far as identifying the things that can be done administratively, the things that can be done by changes in the regulations, and the things that do require legislation of one kind or another, that is fine. But, at short notice I do not think we ought to try and spell out, in effect, the details of the legislative change.

The Co-Chairman Senator Langlois: We will adjourn now to the call of the Chair, having in mind that Tuesday is the day for the next sitting of this committee. Thank you.

APPENDIX A

SELECTION AND COUNSELLING OF UNSPONSORED IMMIGRANTS

(Department of Manpower and Immigration)

Statutory Authority

The relevant section of the Regulations (Order in Council PC 1962-86, dated January 18, 1962) provides that:

"31. Landing in Canada is limited to persons who comply with all the requirements respecting landing in Canada set out in the Act and these Regulations and who come within one of the following classes:

- (a) a person who, by reason of his education, training, skills or other special qualifications, is likely to be able to establish himself successfully in Canada and who
 - (i) has sufficient means of support to maintain himself in Canada until he has so established himself,
 - (ii) has come to Canada, under arrangements made or approved by the Director, for placement in employment,
 - (iii) has come to Canada, under arrangements made or approved by the Director, for establishment in a business, trade or profession, or in agriculture."

Policy

The White Paper proposes no change in this established principle of selection according to education and skill. It is inherent in the basic immigration policy of stimulating the growth and development of Canada by a substantial and steady flow of immigrants who are adaptable to Canadian economic and social conditions. The practical problem is to implement selection criteria which can achieve this purpose both efficiently and with humanity.

The selection process

The selection process is concerned mainly with immigrants who will be entering the labour force. The purpose is to determine whether each individual applicant has the qualifications and qualities that give him a good chance to settle in rapidly and earn a good living, so that his adjustment to life in Canada will not cause him any serious problems and will benefit the community in which he settles.

Ideally, the selection of immigrants would be carried out by top-flight professional counsellors located in adequate numbers in every country of the world, using the best selection tools and taking whatever interviewing time might be required to establish the qualifications and potential of each applicant. The process would be very similar to that used by the personnel department of a large business.

The other extreme would be a mechanical selection system based only on factors to which unit values could be assigned, leading to an arbitrary "passing mark".

The second alternative would be too rigid, indeed callous, an approach to the human, personal adventure of migration. The first, on the other hand, would require far more staff resources, employing very scarce skills, than Parliament has ever thought it right to provide for immigration.

What therefore is attempted is the practicable middle method between the two extremes. Its imperfections are well known to the Department. We believe that it has improved and are looking for further improvements. For example, a study has recently been initiated to determine the feasibility of establishing an "adaptability test" based on intelligence ratings and aptitude tests as well as formal education.

The available immigration selection officers are assigned to those countries where the potential number of immigrants make it likely the best results will be achieved. Most of them are well trained career officers; many are university graduates in the social sciences who have worked with and know the circumstances of immigrants in Canada. They are given extensive training courses before their assignment, including cross-Canada tours of the major economic areas. They are kept up to date with practical information about current working and living conditions in Canada.

In countries where the resources of the Department have not yet made it possible to post selection officers permanently, an attempt is made to provide service to applicants by periodic visits of selection officers to conduct

interviews. In the remaining areas of the world, a limited selection is carried out on our behalf by External Affairs or British visa officers acting under the Department's guidance.

The first stage of the selection process is examination of a prospective immigrant's application. If this reveals clearly that he cannot meet the basic criteria, he is so informed and saved the expense and trouble of travelling to the visa office for a fruitless interview. When the applicant is in a country where there is no selection officer, his application may be approved without an interview if it is evident he is so well-qualified that further assessment of the intangible factors is not necessary. In all other cases, a personal interview is arranged.

Selection criteria

The factors taken into consideration in establishing selection criteria are occupational qualifications, education and adaptability. Occupational qualifications and education are capable of fairly precise, objective measurement. The personal qualities which are indicative of an immigrant's adaptability—such as age, initiative, motivation, and mobility—can be taken into account only by personal interview.

Occupational Qualifications

The selection officer examines whatever relevant documents about his training and experience the immigrant can produce. These include journeyman's papers, certificates of competency, professional certificates, and references from employers. The training and experience are identified in terms of the "International Standard Classification of Occupations" prepared by the International Labour Office. This enables the selection officer to refer to the "Occupational Assessment and Distribution Guide", prepared by the Department. This guide lists over 400 occupations (identified and coded in terms of the functions, tasks and duties customarily performed) and shows which occupations are in demand in which areas of Canada.

There is a variety of supplementary information available to selection officers. A departmental manual entitled "Immigration Counselling Handbook" contains detailed information regarding the qualifications and licensing requirements for approximately 250 occupations. Another manual entitled "Basic Information on Canada" contains detailed in-

formation, by census divisions, with respect to the physical, social, and economic facilities in the area, including such matters as population, transportation facilities, public utilities, industrial sites, housing, hospitals, schools and libraries, retail trade and services, etc. Selection officers are also furnished with monographs in the "Canadian Opportunities Series". Supplementary information is sent abroad as required.

This basic information is supplemented by a Monthly Review and Highlights Report and a Monthly Report on Unfilled Opportunities, and by specific information about particular areas of demand or over-supply when it is required.

In some circumstances immigrants are given independent tests to determine their competency. For example, applicants in Hong Kong quite often have opportunities of employment as cooks but can provide no proof of training or experience. Arrangements are made to have such applicants tested by a reputable local organization. Whether it would be practicable and useful to use this technique more widely is at present under study.

Education

Irrespective of his training and experience in a particular occupation, an immigrant is regarded as qualified if he has the equivalent of 11 years of education and training by Canadian standards. A minimum of 8 years of formal schooling is regarded as essential; the remainder of the 11 years may be technical, vocational, trade or apprenticeship training.

The immigrant's educational standing is determined by examination of his school certificates or reports. In those countries from which most immigrants come, and where Canadian immigration offices have been operating for many years, a reasonably precise knowledge of the equivalent values of these certificates has been acquired. In other countries, the Canadian value of previously unknown certificates is assessed by on-the-spot inquiry into the standards required to receive such certificates; by comparisons with more familiar certificates; by reference to international publications such as the "United Nations' World Survey of Education"; or by consultation with the appropriate professional organization in Canada.

Adaptability

The evidence of the applicant's education or occupation is normally sufficiently clear either to qualify or to disqualify him without the

need for a more personal judgment by the selection officer. In a good many marginal cases, however, the officer must attempt to assess whether the applicant has the personal qualities which will make him adaptable enough to succeed in Canada.

Migration means a great change in an immigrant's way of life. He must learn new social customs, make new friends, in many cases learn a new language, perhaps greatly change his work habits. He must be capable of making adjustments reasonably quickly. If he cannot find suitable employment in his own occupation soon after arrival, he must be able and willing to take on something else temporarily. If his occupation is one subject to considerable change by technology, or to variations in demand, he must have the ability and the attitude that will enable him to re-train for a different job.

A personal interview usually reveals much about the immigrant's attitude to change and his willingness to see and do things differently. The selection officer will try to assess these factors, find out what the immigrant's objectives in Canada are, and whether he has sensible, practical plans for achieving them.

In a minority of cases, such interviews have to end in the selection officer giving a firm "no" to an applicant who very much wants to come. In most cases, however, the spirit of the interview is that the potential immigrant is

interested but not sure about migrating; he wants advice, and he and the selection officer together reach a decision as to whether it is sensible for him.

In conducting these interviews, the selection officers have a necessary minimum of guidelines. The Department is reluctant to select a person younger than 18, to migrate on his own. At the other end of the scale, age as such is not a barrier to selection but it has to be recognized that satisfactory entry to the Canadian labour force, by a man whose qualifications are marginal, becomes appreciably more difficult as he gets beyond the age of 35.

Similarly, an applicant's ability to speak English or French is not a decisive factor but it may have to be taken into account, particularly if his only occupational qualification is for an employment that involves communication with the general public.

These factors are weighed by the selection officer in conjunction with his assessment of the immigrant's motivation. In marginal cases, the decision must be made in the spirit that a firm intention to succeed often enables an immigrant to withstand adversities and setbacks that might otherwise cause him to give up the migration attempt.

OTTAWA, December 13th, 1966.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations
and/or a translation into English of the French.

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lation, Secretary of State.

LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
1966

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON
IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE
No. 5

TUESDAY, DECEMBER 20, 1966

WITNESSES:

From the Department of Manpower and Immigration: Messrs. Tom Kent, Deputy Minister, R. B. Curry, Assistant Deputy Minister, E. P. Beasley, Director of Planning (Immigration).

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

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Desruisseaux		Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken	Mr. Enns	Mr. Régimbal
Mr. Badanai	Mr. Haidasz	Mr. Reid
Mr. Baldwin	Mr. Laprise	² Mr. Roxburgh
Mr. Bell (<i>Carleton</i>)	⁴ Mr. Macaluso	⁵ Mr. Schreyer
³ Mr. Blouin	Mr. Munro	Mr. Skoreyko
Mr. Brewin	Mr. Nasserden	Mr. Tremblay
¹ Mr. Clermont	Mr. Orlikow	Mr. Wahn
Mr. Crossman	Mr. Pelletier	Mr. Watson (<i>Châteauguay- Huntingdon-Laprairie</i>)
Mr. Deachman	Mr. Prud'homme	
Mr. Dinsdale		

Maxime Guitard,

Clerk of the Special Joint Committee.

¹Replaced Mr. Macaluso on November 9, 1966.

²Replaced Mr. Reid on November 9, 1966.

³Replaced Mr. Tremblay on November 9, 1966.

⁴Replaced Mr. Clermont on November 15, 1966.

⁵Replaced Mr. Orlikow on November 16, 1966.

MINUTES OF PROCEEDINGS

TUESDAY, December 20, 1966.
(10)

A meeting of the Special Joint Committee of the Senate and of the House of Commons on Immigration was called for 4.15 o'clock p.m. this day. Mr. Klein, Chairman of the House of Commons' section, was in the Chair.

Members present:

Representing the Senate: Honourable Senators Cameron and Langlois (2).

Representing the House of Commons: Messrs. Brewin, Enns, Haidasz, Klein, Macaluso, Munro, Orlikow, Pelletier, Prud'homme, Ryan, Watson (Châteauguay-Huntingdon-Laprairie)—11.

Also present: Messrs. Gray, M.P., Whelan, M.P.

In attendance: From the Department of Manpower and Immigration: Messrs. Tom Kent, Deputy Minister; R. B. Curry, Assistant

Deputy Minister; E. P. Beasley, Director of Planning (Immigration).

The Chairman opened the meeting and asked Mr. Kent to make a statement on the document intituled "Proposals which can be implemented by administration action" before being questioned thereon. This document has already been distributed to each member of the Committee.

The Committee agreed unanimously to have an advance copy of the Deputy Minister's statement distributed to each member of the Committee. Such an advance copy to be obtained from the Committees Reporting Service as an excerpt of this day's Evidence.

The examination of the witnesses being completed, Messrs. Kent, Curry and Beasley withdrew after being thanked by the Chairman.

At 6.05 o'clock p.m. the Committee adjourned to the call of the Chair.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, December 20, 1966.

• (4.00 p.m.)

The Co-Chairman Mr. Klein: Gentlemen, we have Mr. Kent here from the Department of Manpower and Immigration. You have all been given a copy of the document which was attached to the notice. I will ask Mr. Kent to give us a brief summary of what this document contains.

Mr. Tom Kent (Deputy Minister, Department of Manpower and Immigration): Thank you, Mr. Chairman. If I may repeat the apology I made to you a moment ago. I am sorry that the people from the department were a few minutes late but with the state of the weather and the disorganization of Christmas traffic we ran into some quite unexpected transportation problems.

Mr. Chairman, I think the members of the Committee have had in their hands for a few days a document which tries to divide the proposals entered in the White Paper into groups according to the nature of the action which is required for their implementation. The first group which I summarized very quickly at the conclusion of the Committee's last meeting are those which are purely a matter of administrative action. Group "B" is really just one item which concerns the change in the regulations that would be required in order to alter the provisions regarding sponsorable immigrants. Group "C" are the proposals which do require amendments to the Immigration Act as it is. Group "D" are those which require legislative changes in acts of parliament other than the Immigration Act itself. And, then, lastly, we have, for the convenience of the Committee, listed the various proposals which are discussed in the White Paper but are not put forward by the government as recommendations.

• (4:15 p.m.)

I wonder whether it would be helpful to the Committee if I were to point out that in a way the matter under Group A which is not listed here, because it does not involve any changes compared with present administrative practices, but in a way is nonetheless the most

fundamental policy matter, is of course the matter of the selection standards which we attempted to describe in an earlier paper tabled before the Committee. This is really the fundamental administrative problem of the department and it is not listed here simply because the White Paper does not, in itself, propose any changes in this respect.

I think the Minister in his opening statement to the Committee indicated the fact that no changes were proposed was not an indication of any complacency in this respect; that we are working at improvements in the selection standards and, as he indicated, very rightly, we are, most literally, wide open to suggestions about the improvements. We feel that in a sense there is an anomaly here. The regulations under the act deal with the principles on which immigrant visas are issued, but they do so mainly by defining in some detail the classes of people to whom we should issue visas irrespective of their personal qualifications, because they are sponsored by a relative in Canada; and it is left to administrative procedures to determine what selection standards we should use for the people who, whether or not they actually have relatives in Canada, base their applications on their personal qualifications rather than the help that they will get from a sponsor.

While those criteria are, under the law as it stands, simply a matter of departmental procedure and not of legislation or even of regulation, we in the department certainly fully recognize that they are in some respects the basic issue in immigration policy, and that the proceedings of the Committee have raised some fundamental questions about them.

Again as the Minister indicated, we are very far from having closed minds about those criteria, but I think it perhaps might be important to say that in looking for improvements the government is proposing in the White Paper to stick within one basic principle that it is important, perhaps, to clarify, which is that we are assuming that the ultimate sanction for our selection criteria is what happens to Canadians. Obviously that is a point of view that is open to challenge. Some of the questions that have been asked

have suggested as a contrary view that our concern should be whether or not the immigrants get settled all right in Canada. That would mean that the statistical basis of our policy should be what has happened to previous immigrants; whereas the statistical basis that we have used and the government in the White Paper proposes to continue to use, is the manpower situation for all of the Canadian labour force.

I do not want to attempt to argue that issue, Mr. Chairman, but I think perhaps it is important to try to clarify it for the consideration of the Committee. The White Paper proposes that the people we select as immigrants should continue to be, for the most part, people in the same occupational groups as those Canadians who are in a healthy competitive position in the labour market. There is not any doubt who those people are. There are, of course, individual exceptions, but in general nowadays, the people who are in a healthy competitive position in the labour market are people who have had some high school education; or people who have a definite trade or skill; or people who are young enough, and have enough basic education, to learn a new skill. I will not attempt to repeat the evidence on that point, but perhaps it would be helpful just to quote one sentence from the Senate Special Committee on Manpower and Employment in 1959, which, as you all remember, made the fundamental study in this matter and all the evidence that has been accumulated since then has, of course, pointed in the same direction. What the Senate committee said was that every study that has been made reveals that in the economy of today the emphasis is increasingly on skill and training, and every forecast that has been prepared indicates clearly that this trend will continue in the years ahead. The opportunities for unskilled and semi-skilled workers are becoming more and more limited as time passes.

Senator Cameron: Mr. Chairman, just a correction. It was in June 1961 that the report was presented.

Mr. Kent: I am sorry. The Committee was sitting in 1959, but it was June, 1961, when it reported.

Senator Cameron: We had a very long study.

Mr. Kent: Of course an immigrant who does not fit that criteria may nevertheless be quite successful in getting a job. He may be unskilled; he may be relatively old and yet for various reasons, because he works harder, or because he has a relative to help him or

because he is more mobile, or because he is content with less satisfactory conditions, for any one a number of reasons, he may be more readily employable than are some Canadians.

On the other hand, for different reasons, notably perhaps because of language problems, the immigrant may have more trouble than a native-born Canadian with the same qualifications. Policy, as a department, has been that we do not make any general judgments on that point at all, and we do not think that we should do so. The position, as it has been, of all governments for some considerable time, has been simply that employment opportunities for the less skilled part of our labour force are not very good, are tending to get worse, so that even mild business recessions do mean a fair amount of unemployment for the less qualified group of people as a whole, irrespective of whether they are new immigrants or whether they have been in the country from birth. Therefore on the basis of our manpower experience as a whole, the view of government has been that the selection criteria for immigration should be based on occupational and educational qualifications.

Of course, when the economy is very buoyant, less qualified immigrants can certainly get jobs in the short run, and we do not try to judge whether it will be the recent immigrants or some other less skilled members of the labour force who will have employment troubles as industries adjust to changing economic conditions. Obviously the impact will vary with circumstances, but the significance for our selection standards is exactly the same in either event.

The underlying assumption of the White Paper is that a steady policy for a high level of immigration must be based on looking mainly for people with occupational and educational qualifications. The philosophy behind the selection criteria, as the department has tried to implement them for a long time, is that we will do most good by that kind of approach and, under the recommendations of the White Paper, use that approach to develop a steady, expansionist policy. I would like to emphasize that we are anxious to improve the criteria in detail, but in doing so obviously we are dependent on a broad measure of agreement as to the underlying philosophy of the criteria.

• (4.25 p.m.)

That is really the most important matter in the whole White Paper, which is, as the regulations and the act stand, a matter of

administration, not of legal or Order in Council change. The other matters which are listed, some of which are, indeed, very important, are matters of regulation. We are hoping very much that it is going to be possible to proceed with some of them fairly quickly because they do involve practical improvements in which, as far as we can judge, there is a wide measure of agreement, but even those are related rather closely to the proposal in the White Paper as it affects the changes in the regulations: While the regulations deal with those immigrants who are not selected primarily according to their qualifications, but with those who want to bring their dependents, they have a close relation to what is otherwise a matter of administration; that is to say, the extent to which we should be concerned to pursue a non-discriminatory policy.

Many of the people who come as unsponsored immigrants under these selection criteria, obviously will want to encourage relatives to move after them. If those relatives are also qualified, there is no problem and I think, everyone or almost everyone, agrees that we should also make provision for some relatives who are not qualified and, therefore, should be admissible under the regulations as sponsored immigrants. The question is one of how far we should go.

The White Paper proposes that we should go further than we do at present by removing the present tight restrictions on the sponsorship of relatives from Asia and Africa, which is a very considerable restriction on the total immigration flow. The philosophy that is put forward in the White Paper, and the implementation of which depends in most respects on administrative action but in this one respect on the regulations, is that we should seek to bring to Canada qualified people irrespective of race or colour or religion; therefore, sponsorship rights as the legal aspect, should be free from discrimination. Obviously, the Minister and the government hope very much that that philosophy proves to be an acceptable one and on the assumption that it is, we are planning what inevitably is a slow administrative process for building up our facilities in countries from which at present it is virtually impossible to recruit immigrants but from which under a non-discriminatory policy appreciably more would be forthcoming. These are the countries of Asia, Africa and also in practice, of eastern Europe, where the restriction is not the legal one under the regulations but has hitherto been the practical one of administration.

Obviously, if that non-discriminatory approach is acceptable, the question is how far we should go on a universal basis in permitting the sponsorship of non-dependent relatives who do not meet the selection criteria for unsponsored immigrants. I am sure that everyone would agree that if one qualified immigrant subsequently sponsors some unlimited number of relatives who are entering the labour force but do not have qualifications, then the point of the selection criteria, in terms of the competitive position of equivalent workers in the Canadian economy as a whole, would be lost. The benefit of the whole process would be destroyed if, so to speak, one qualified man came trailing a whole cloud of unqualified workers behind him.

The problem is to establish some regulations, rules, procedures that will produce a reasonable acceptable balance between the needs of the labour market and the indisputable and undisputed claims of family relationship. The reason for recognizing, as I am sure we all do, that some balance is necessary, is not to keep immigration down but, on the contrary, in order to have as much immigration as possible.

The White Paper proposal is that we should pursue an expansionist policy, which again is merely a matter of administration and which, of course, by historic standards we have been pursuing of late. The proposal is that we should pursue a continuing expansionist policy seeking as many as possible of the immigrants who are needed in Canada, but we could not expect to sustain that policy if the increased flow of qualified immigrants was followed by increasing numbers of other workers who would compete with the less skilled and older people in the present labour force. It is for that expansionist reason, not for any restrictionist reason, that the White Paper contemplates some really quite small changes in the future sponsorship under the regulations.

I felt it was important to emphasize this, Mr. Chairman, because this is the framework within which we have to try to move in the very many purely administrative changes which are involved in implementing the policies of the White Paper, some of which by their nature necessarily take considerable time to implement because they are administratively pretty complicated and on which all the advice we feel we can get of the opinions that should govern our actions, can be of very great practical assistance.

Thank you, Mr. Chairman.

The Co-Chairman Mr. Klein: Thank you, Mr. Kent.

Mr. Macaluso: Since we have not received even a first copy of the Immigration Committee's evidence of the proceedings, I was wondering if the department has copies of that statement which sounds so basic to the whole implementation of this White Paper available for the members?

The Co-Chairman Mr. Klein: Which statement are you referring to?

Mr. Macaluso: The statement just made by the Deputy Minister.

Mr. Kent: There is no copy of what I have just said now, but I had some notes from which, I am sure, copies could be made fairly readily, if it were the wish of the Committee.

Mr. Macaluso: Mr. Chairman, could not this section of the statement from the tape be typed out for the members of this Committee? This has been done before for other committees.

The Co-Chairman Mr. Klein: You already have it. You have it in mimeographed form.

Mr. Macaluso: Yes, but we do not even have the first copy of the evidence. God knows when we will ever see this.

The Co-Chairman Mr. Klein: We have had the copy of the first meeting.

Mr. Gray: Mr. Macaluso's point is this. It takes a certain length of time to have the minutes printed in a formal fashion.

The Co-Chairman Mr. Klein: We are not going to meet again until after the recess.

Mr. Macaluso: I would like to have it before.

Mr. Munro: We could move that a copy of this be before the Committee members tomorrow.

Mr. Kent: I do not know whether we can prepare a verbatim report. Of course, it depends on the—

Mr. Macaluso: Mr. Chairman, the committees branch can prepare a verbatim report of this statement from the tapes they have, just this aspect of the tapes today, because it was done in the Transport Committee where a statement was made verbatim and taken off and just Gestetnered off without editing or anything else. It does not have to be edited. I am sure that could be done.

Mr. Gray: All right. The Clerk will look into that.

The Co-Chairman Mr. Klein: I assume that there is unanimous consent. Shall we deal with this, perhaps, on a sort of paragraph to paragraph basis.

• (4.35 p.m.)

Mr. Brewin: Mr. Chairman, I was just going to ask you how you contemplated proceeding this afternoon. I am not critical of Mr. Kent for giving us the interesting statement which he did because I know it touched on some of the basic fundamentals and possible differences to the fundamental approach which we as a Committee will have to consider. I am very grateful to him. However, I read in this little note of our meeting that the only matter to be considered was this document which, in effect, is a division of the proposals in the White Paper into the different categories and how they would be carried out. I was wondering, Mr. Chairman, if we were going to stick to that or how your intended to proceed. I have one or two specific questions I want to ask, and there are one or two things that seem to be omitted.

Mr. Kent: Mr. Chairman, my purpose in making a statement was simply that it did seem to be necessary, in putting forward this very skeleton document, to explain that these specific administrative proposals for changes are simply in the context of the over-all administrative policy which I tried to define. Frankly, they did not seem to make much sense taking them as isolated items.

Mr. Macaluso: Mr. Chairman, this statement certainly opens up a whole can of worms, and certainly I cannot see how we can deal point by point with this without those of us who want to taking certain other views than that which were expressed by the Deputy Minister. Certainly I, for one, would love to get into an argument about some of the things that were stated in that statement.

The Co-Chairman Mr. Klein: Since obviously we are not going to complete these considerations this afternoon and since we will not be sitting until after the recess, is it the wish of the Committee to deal with it on a general level, and then after the recess to go through these documents point by point. The decision is up to the Committee.

Mr. Macaluso: That is why I asked for a copy of the statement.

Mr. Brewin: Mr. Chairman, I would suggest a complete reverse. I am not quarreling with Mr. Macaluso on his wish to question or tangle with Mr. Kent on some of the basic

philosophy which he said underlaid this whole thing. Perhaps it would be nice to have a copy of that statement before Mr. Macaluso gets into that discussion. I did not come, in a sense, prepared to discuss the basic philosophy. I just have some points in regard to this particular document put before us. Frankly, I do not care how you proceed but I would suggest that it might be better to deal with the detail of this, why a thing is assigned to this category or that and whether there are some omissions and things of this sort, and then leave the discussion which Mr. Macaluso apparently desires to have—and I think quite rightly so—on the fundamental philosophy until a later date.

Mr. Ryan: Mr. Chairman, I too looked rather rapidly through these proposals but I thought there probably were some that we all could agree upon. Probably some should be stood and further considered.

The Co-Chairman Mr. Klein: Is there anything with which this Committee could proceed this afternoon? Are there administrative priorities?

Mr. Kent: I apologize to the Committee if what I said seemed controversial. It was an attempt to recapitulate. There was nothing new in it. It was not controversial in the sense that it was breaking any new ground; it was an attempt to recapitulate the essence of the administrative approach which rightly or wrongly has been taken for a long time in these matters as the necessary background to the particular proposals that are here.

Mr. Brewin: Mr. Chairman, may I just say that I had no thought that we would go through this document and approve of any proposal that is there. I thought we would just discuss the document in so far as it suggests administrative action, and we might suggest a change in the regulations or legislative action. As far as I am concerned, on the question of whether regulative changes are necessary, the only thing I wanted to discuss was whether perhaps that would be postponed until this Committee have had an opportunity to report.

The Co-Chairman Mr. Klein: You might be perfectly right in what you are saying. However there are certain persons now in Canada—correct me if I am wrong—who, for example, would benefit perhaps by the implementation of the first paragraph in Appendix A because there are a lot of people who are being asked to leave the country now who might be permitted to stay if we implemented—I may be wrong on this; it is just

a guess—the first paragraph. I am not certain on this.

Mr. Gray: Mr. Chairman, I think your aims and motives are laudable, and if this was the case then the officials of the department would be doing something directly contrary to what the Minister already has stated in the House is government policy, whereby at the present time non-immigrants who come here as visitors can apply, have their applications considered and accepted if they would have been qualified as unsponsored immigrants if they had applied in their own country of origin. Now, if that is not being done I think we should hear about that.

Mr. Kent: On the contrary, that is what is being done and what is proposed in paragraph 52 of the White Paper.

What we are attempting to do here, Mr. Chairman, is to end the very considerable uncertainty that many people have been exposed to over a considerable period of time by not having their status in Canada determined.

Mr. Macaluso: Determining everyone who has made an application, Mr. Kent.

Mr. Gray: My understanding is that people have not their status regularized as yet one way or another because there is a backlog of applications which takes a certain length of time to consider, and no matter what we did today the time factor involved in giving proper study to the applications, which we should do and must continue to do, would have to go on anyway. I am very disturbed to note the Chairman's suggestion. I am not disturbed with the Chairman suggesting it. I am disturbed at the Chairman's suggestion that apparently to his knowledge there are people who are not having their applications accepted even though the Minister in the House stated very clearly that those who came after the key date of July 8 could have their applications accepted and considered on the basis of them being admissible as unsponsored immigrants if they were qualified as such in their country of origin.

Mr. Kent: That is the situation.

The Co-Chairman Mr. Klein: As a matter of fact, I do know of a particular case where a person did apply and I am now told that this party should have applied before his stay had expired, and that having applied after the stay had expired they had refused to take his application. That was a statement made to me. I was hoping that we could do something about that.

Mr. Pelletier: Mr. Chairman, I have had cases of people who had applied before their stay had expired and they were refused the application.

The Co-Chairman Mr. Klein: They were not allowed to make the application.

Mr. Pelletier: No. They were allowed to make the application and then deported. And I was told that this was the only way of getting around it.

Mr. Kent: All applications applying to the date before July 8 are accepted. The backlog is so heavy that it could well be that there are some applications made after that date which our offices have just been unable to deal with, and they are postponed in that sense.

Of course the problem, Mr. Chairman, was that for a very considerable time all these applications have been held over and the problem was becoming worse, and an effort is now being made to dispose of the backlog as quickly as we can, which is obviously in everyone's interest.

Mr. Gray: Mr. Chairman, it would seem to me that the only thing that section 52 adds to the practice today, as announced by the Minister, is that the landing would automatically be deferred from one date on which permanent admission is approved.

Mr. Kent: One year from the date.

Mr. Gray: One year from the date.

Mr. Kent: No, forgive me; that was in the Minister's statement.

Mr. Gray: That was in the Minister's statement too. So anything nice that we say about section 52 today would not add one thing to the policy announced by the Minister.

Mr. Kent: The policy that was announced by the minister on July 8, is the policy which is stated in this paragraph of the White Paper, which we are doing our best to implement as quickly as it can be implemented although as Mr. Gray said this is inevitably a fairly lengthy process because of the consideration that has to be given.

Mr. Gray: Yes, I think we should accept that problem that the department has to face. I want to conclude by saying that if there are members of this committee or of the house who feel that the applications of visitors to remain here permanently are not being handled by the various offices in a manner consistent with the statement of the Minister in the House, as has been confirmed by Mr. Kent, then I think they should initially bring

them to the attention of Mr. Kent, and if they are still not an improvement, then we should deal with them openly at the next meeting of this committee.

Mr. Macaluso: Mr. Chairman, I do not see that this is going to give the department anything which they are not already doing or trying to do. Is that correct?

Mr. Kent: That is right, on this particular point.

Mr. Curry: It was actually inviting, more or less, the approval of the committee to the practice that has been instituted.

Mr. Macaluso: I am not prepared to give that approval personally just yet, Mr. Curry.

Mr. Brewin: Mr. Chairman, I would like to make on this first one the converse point: I think it is highly unsatisfactory, except perhaps in a temporary emergency which we may be in at the moment in this field, to have the admission of visitors based upon some statement that the Minister has made. It is enforced by reason of the fact that you can deport the people who come in as visitors because they have not immigrants' visas; that is the only way that you can enforce this policy. In my estimation, it is totally wrong to have a policy, which applies to people who are visitors in this country who are given by statute of parliament the right to apply to stay in Canada, which excludes or admits—and I am not talking about the substance of the policy now—because the Minister on July 8 made a statement which says that if you apply before July 8, something is so and if you apply some other date something else is so and because it is not the law and because it is only an administered policy, it cannot be relied upon either way. It cannot be even effectively criticized either way. The point I want to make is that these are proposals which could be implemented by administrative action. I think the substance of section 52 must be implemented just as soon as possible, if at all, by both Order in Council to set out what are the rights of visitors, and I think from a legal point of view, by legislative action, which would amend subsection (3) of section 7, which purports to confer a right on visitors to apply. True, they give them the position of those who are applying for admission to Canada, but they give them the right, which I, of course, assumed meant something, of having their applications considered. Maybe the present situation does not lend itself until this committee and others have considered the advisability of treating visitors in the way proposed—and I have a good deal of sympa-

thy with the proposals made—but until that has been considered maybe we will have to go along with the proposition that the basis of admission is a statement made by the Minister—and presumably he could make another statement tomorrow and another the day after that, and so on—which is basically unsatisfactory. I would like to point out that I do not want to accede to the proposition that you can deal with this question, the right of visitors to Canada, by administrative action. You may have to do so temporarily, but it is not a proper or satisfactory thing to do.

Mr. Kent: Certainly Mr. Chairman, I do not think we in the department would want to take a position contrary to that at all. The fact is that under the law, as parliament has passed it and as it now exists, this is a problem that we have to cope with by administrative action. And the fact, that we—I am speaking of “we” not as the department’s officials but the government, as a matter of policy—have recognized ways in which that is unsatisfactory, of course, by moving in advance even of the general problem of the administration of the act and the changing of the basic act, to introduce the special legislation on the appeal board, which would have the effect that anybody who is now in Canada, and therefore can be removed from Canada only by a process of deportation, would have the right of appeal to a genuinely independent appeal board, and the final decision in this matter would be taken out of the hands of the minister and his advisers. That is the other aspect of the policy which the government has declared.

Mr. Macaluso: Mr. Chairman, further to that, Mr. Brewin really was making a point of administrative action. I want to ask—I think Mr. Curry mentioned it too—why does the department need this committee’s approval for administrative action.

Mr. Kent: We do not need it.

Mr. Macaluso: Then why should we deal with it?

The Chairman: I do not believe that the interim—I do not want to use the word approval—agreement for the implementation of any particular clause or clauses can affect the final report of this committee. The committee in my view, could approve something today and in its final report deal with it otherwise. This is something that I understand to be correct.

Mr. Munro: Mr. Chairman, may I interject that this discussion seems rather academic

because up until now we have not had any specific item here that requires implementation now and is not already the practice of the department no matter how unfortunate or inadequate its basis may be. The only area that I could see where there could be some merit in giving a sort of informal go-ahead to the department if they are not prepared to move in any event, would be in respect of that which is set out at the bottom of page 2, paragraphs 95 and 96. Without going into the substance of those two paragraphs now, is that not really the only area setting out something that the department is not already carrying out administratively?

Mr. Kent: Mr. Chairman, what Mr. Munro said, I think, is correct in essence, but undoubtedly this is the most important area in which we are at the early stages of moving and which we had hoped, since the committee is going to be sitting for some time, there might be some disposition to, informally at least, indicate a view about, because, of course, we do have the problem that we are attempting to carry out immigration policy at the moment and for some months to come and some of the issues involved here are of some considerable importance. Certainly paragraphs 95 and 96 are the most important.

However, the preparations that are being made to deal with the attempt to guard against the future building up of a large backlog of visitor applications by the methods suggested in paragraphs 77 and 78 rather than the alternative method which would be implied in rejecting paragraphs 74 and 75 and instead attempting to tighten rather than liberalize the arrangements with other countries about the waiving of non-immigrant visa requirements—this is really as it affects the ordinary person who comes to this country and particularly the large numbers who will be coming in 1967 for whom we have to make preparations—and, indeed, we have to be making them now.

It would be helpful to get some other views on this.

Mr. Munro: Am I correct in my interpretation of your comments in the paragraph on the first page of your document, with respect to administrative action on paragraphs 74, 75, 77 and 78 (a), that you would like to extend the waiver agreements as far as visas are concerned to other countries provided at the same time you are given permission to have documentation of entrants.

Mr. Kent: That is right, yes, precisely.

Mr. Munro: Although I admit the whole area is a little mysterious to me, I am wondering whether there could not be some informal consensus taken and that procedures now could be inaugurated with reference to iron curtain countries to do away with, in effect the stringent security requirements that are prohibiting sponsored immigrants from coming in. If we arrived at some consensus in those two areas I do not think it would be prejudicial in any way to the substance of the White Paper in terms of overall policy. I do not think it would be making any determination in that area at all.

Mr. Gray: Supplementary to that. I think that in so far as the heading "Proposals which can be Implemented by Administrative Action" is concerned, there are many constructive and positive proposals involved in it but, I think, what concerns me and other members of the Committee is that the impression should not be gained either by the department, which I think knows this quite well, or the public at large, that we are carrying out some type of legislative activity in this Committee by expressing the approval or disapproval of any of these changes. I think that already there has been an unfortunate impression given to the public that this White Paper is a piece of legislation, and I think we should state very clearly at this time, and state it again if necessary, that these are proposals by the government which in quite a constructive way it has referred to this Committee for study and recommendation. Although it may be useful to get individual expressions of opinion by way of approval or disapproval of any or all of these proposals to be implemented by administrative action, I do not think we should let the idea stand that before any of these can be put into effect or before preparations can be started to implement them, that there has to be some approval by this Committee.

Mr. Kent: Mr. Chairman, would it be fair if I defined our understanding in these terms, that the group made up of members of parliament who are particularly interested in the proceedings of this Committee are not disposed to take violent objection to the type of administrative steps which the government at the moment is taking in these areas.

Mr. Ryan: Mr. Chairman, this is what I wanted to get at, if I may speak in answer to Mr. Kent. My feeling, from what I have heard so far, is that I am not personally prepared to endorse what you are doing by way of administrative action and what you propose to

do but, on the other hand, it may be that I am not personally prepared either to disturb what you are doing at the moment. If we could proceed on this basis, then I think you would find out where we did have some objection at the moment, and we would like to reserve our right to have further objections later on.

Mr. Curry: Mr. Chairman, would it be fairer to say that instead of using the word "approval", which I think I used inadvertently, not in quite the sense in which it was taken, that we considered it only proper that we should, in effect, tell the Committee what administrative steps we do have in hand so that the Committee could base all its considerations on this knowledge.

Mr. Gray: That is a very constructive approach because I think the proper word probably should be "consultation" in view of the fact we are engaged in a detailed study of the whole area which we cannot possibly complete in a day or two, and as some of these things have to be underway, I think the officials are taking quite a commendable attitude in referring these matters to us for, in effect, a type of consultation to get our preliminary views on the approaches to be taken.

Mr. Kent: When the Committee is in session, it seemed to us wrong that we should be proceeding with these administrative actions without raising them before the Committee, recognizing that we do not probably ask you to formally approve or disapprove, but that they should be brought to your attention.

Mr. Ryan: Mr. Chairman, I think we are simply backing away from the terms "approval" or "endorsement".

Mr. Curry: I regret that I had to use that word to Mr. Macaluso. It was not intended in that sense. It was either giving notice or bringing to your attention.

Mr. Macaluso: I am suspicious of all words that come out of that department, Mr. Curry.

Mr. Kent: You are very hard on us.

Mr. Curry: I must say that the feeling is not shared, Mr. Macaluso.

Mr. Macaluso: I will accept that, Mr. Curry. What was really bothering me was the approval.

Senator Cameron: Mr. Chairman, there is one thing that I would like to make very clear. As far as I am concerned, it is not good enough for any Minister, I do not care what department he is in, to get up in the house and make a statement of policy unless that

policy is based on an act, and then the regulations which translate that act into operation are spelled out and we know something about it. We have had one or two sad experiences in the not too distant past where a Minister stood up in the house and made a statement about a policy and then proceeded to try and do, under a regulation which was never designed for that purpose, things that he requires an act to do. This is my concern in approaching any submission of this kind. I want to be sure that the White Paper will involve the act, and we want to see the regulations which you have been spelling out here under which you make that act operative, the Immigration Act.

Mr. Kent: Perhaps I should make it clear, Mr. Chairman, that there is nothing in the administrative actions here which is not fully based on the act. The nature of the present act is, of course, such that it gives very wide discretionary powers to the Minister and the nature of the policies of the Minister as announced is that he wants to lessen those discretionary powers, but that does depend on legislative change.

Mr. Orlikow: If one could enter a slight caveat to what Mr. Kent has just said that the department can do under the regulations, may I say that on occasion, it is held that they have gone a little too far.

Mr. Kent: That has been true on occasion, I believe. However, I think it would also be fair to say that this has never arisen from any desire to do more than is proper under the act and regulations, but the unfortunate necessity of somehow dealing with situations which are somewhat obscure.

Mr. Brewin: It is a question of interpretation. Administrators sometimes interpreting differently to the people who are being administered.

Senator Cameron: Mr. Chairman, may I associate myself with what Mr. Gray and Mr. Macaluso have just said. I, for one, appreciate the Deputy Minister's consultations and his explanation of how they are trying to make this act effective.

Mr. Ryan: Mr. Chairman, I wonder if we could not proceed on the basis of you asking, with respect to each clause of these proposals if there is anybody who wishes to object to anything.

The Co-Chairman Mr. Klein: I suggested that at the outset of the meeting. I think it is the only way to proceed because, otherwise,

we are just exercising our vocal cords this afternoon.

Mr. Gray: Mr. Chairman, I think it is most useful to have this discussion by way of clarification so that there would not be any misunderstanding on the part of the Committee, the department or the public.

The Co-Chairman Mr. Klein: I might say that my understanding of the drafting of this document at the last meeting was that we would meet and discuss this document to ascertain what administrative action could be implemented immediately. This was the purpose of preparing this document.

Mr. Gray: Mr. Chairman, some of these things are under way or are being planned and they are at one stage or another at the moment. I do not think that the burden of putting these things into operation should be placed on our shoulders.

The Co-Chairman Mr. Klein: I do not think it is a question of placing the burden on anybody's shoulders.

Mr. Munro: Mr. Chairman, could we not proceed on the basis that the department has served us notice—and we appreciate them doing so—of their planned administrative changes, for which they feel they already have a legal basis. Obviously they would not be planning these administrative changes if they did not feel they had legal basis for so doing. They have served us notice and they carry on without prejudice to the Committee changing the substance of the law on which these changes are based when they make their final report.

Mr. Gray: At the same time I understand the Chairman's point. He may have in mind that with the positive views of the Committee it may expedite some of the more constructive administrative changes that are contained in the document.

Mr. Macaluso: The Chairman's interests have always been in the interest of the immigrant.

The Co-Chairman Mr. Klein: Mr. Gray, I do not care how you interpret it but I would like to get along with this instead of sitting here meeting after meeting. We can either reject it or say we agree with it and that is all.

Mr. Orlikow: Mr. Chairman, I suggest that you call this statement paragraph by paragraph and ask any member who has any observation to make on any of these paragraphs to make it.

The Co-Chairman Mr. Klein: We will now deal with the opening paragraph which is designated as page 2 and headlined "Proposals which can be implemented by administrative action." We will deal now with paragraphs 50, 51 and 52—landing of non-immigrants.

Mr. Haidasz: Paragraph 52: Have you begun already to follow the proposals as outlined in paragraph 52?

Mr. Kent: Yes.

Mr. Haidasz: In other words, a niece of a Canadian citizen here on a visit, who is single and under the age of 21, can apply for permanent immigrant status?

Mr. Kent: Anyone who is here on a visit can apply for permanent status, of course. The basis on which eligibility would be judged is spelled out in paragraph 52.

Mr. Haidasz: Well, why are they turned down?

Mr. Kent: Presumably, in this particular case, because this person was not eligible under paragraph 52.

Mr. Haidasz: What would make her eligible?

Mr. Kent: The essence of paragraph 52 is that the young lady in question would have been acceptable if she had applied in her country of origin.

Mr. Haidasz: She is a niece of a Canadian citizen, she is 21 and she is single; she is in good health and she has a skill. Why was she turned down?

Mr. Kent: I do not know of the particular case, but if she was turned down it was because she was not—

Mr. Haidasz: She was just turned down because they said that the present regulations did not allow it; that this is enforced.

Mr. Kent: Perhaps there is a bit of confusion here. We have not changed the regulations in advance of the proceedings of this Committee. We have instituted these administrative practices, but not with a change in the regulations.

Mr. Gray: This point came up earlier. Perhaps this is one of the cases which I suggested be taken up directly with the Deputy Minister, to see whether or not in the field offices things are being done differently from what is being put forward in Ottawa.

The Co-Chairman Mr. Klein: You mean in different sections of the country.

Mr. Gray: That is correct.

Mr. Kent: Mr. Chairman, I suspect that in this particular case—if I understood Dr. Haidasz correctly—under the changes in the regulations, which are suggested elsewhere in the White Paper, this particular person would be eligible, but she is not eligible under the present regulations. We have not changed the regulations.

Mr. Haidasz: In other words, paragraph 47 is not in effect yet?

Mr. Kent: Oh, no. The only things on which we are taking action in advance of the proceedings of the Committee are these purely administrative measures. There has been no change in the regulations.

The Co-Chairman Mr. Klein: That means that if a person were acquainted with the White Paper, and which the regulations had not yet been changed, he would probably know, before he makes his application that he is going to be refused.

Mr. Kent: In this particular case, if the person knew of the proposed change in the regulations, which would have the effect of making her admissible in future, whereas she is not admissible under the present regulations, then she might optimistically apply, on the basis of the proposals that the government has made about regulations.

Mr. Haidasz: Paragraph 47 of this White Paper?

Mr. Kent: Yes.

Mr. Haidasz: Paragraph 47 does not depend upon legislation.

Mr. Kent: No; it depends on regulations.

Mr. Haidasz: I do not see how you can give any wide consideration to paragraph 52 unless you bring in the changes as outlined in paragraph 47.

Mr. Kent: Yes, but paragraph 52, in effect, says that judgments about the admissibility of a visitor who applies for immigrant status after being in Canada would be based on whether or not, under the regulations now in force, he or she would have been admissible if applying in the original country as an unsponsored immigrant.

Senator Langlois: Mr. Chairman, following up that point of Dr. Haidasz, there is a proposal to change a regulation to implement paragraph 47. Look at proposal (b).

Mr. Kent: But not under the administrative action listed under section (a).

The Co-Chairman Mr. Klein: As I understand it, you could now ask for authority for section (b) without actually having the approval of this Committee.

Mr. Kent: The governor in council could change the regulations at any time.

The Co-Chairman Mr. Klein: As I understand it, you are here before this Committee saying that you would prefer not to take these steps while this matter has been referred to the Committee. What does the Committee want to do. Does it want to proceed or does it want to wait? I think this is the essence of it.

I would like to find a method of permitting you to proceed with the proposals under (a) and (b) in a manner that will clearly be understood and will not affect the final report, whatever that report may be.

Now, do not shake your head, Mr. Macaluso. Let us try to do something constructive here.

Mr. Brewin: Mr. Chairman, there is a difference between (a) and (b). The proposals under (a) have been submitted to us for information, and unless we feel very strongly we are not likely to do anything about it but thank the Deputy Minister and the department for bringing them before us.

• (5.15 p.m.)

The proposals under (b) are proposed changes in the law by regulation, and with respect to them I think it is reasonable for the department and for us to ask that these changes in the law should await the recommendations of this Committee—and the sooner they come the better—because some of them are very sensitive areas. This, I understand, is the situation. You cannot put (a) and (b) into the same category because they are not the same.

Mr. Munro: Mr. Chairman, if I could just add to what Mr. Brewin has said, that is quite correct. The interpretation of what went on at the last meeting was that we asked for a general breakdown of everything under (b), (c), (d) and (e) to help us interpret the White Paper better. That was all.

The Co-Chairman Mr. Klein: The breakdown of (a) and (b) was for a different reason.

Mr. Munro: No, Mr. Chairman, from (b) on anything that had to be done in the way of regulation or substantial changes in the law were to be set out in a clear fashion so that we could interpret the White Paper and study it more easily to determine whether we agreed with it or disagreed with it at a later stage, but we were not to act on it in any way. This was just for our information. What is

done in (a) is, of course, quite a different matter. I would not think that we are going to act on (b), (c), (d), or (e) at all today other than put it in our file as additional information helping us to interpret the White Paper. We are dealing with (a) concerning the administrative changes that the department have indicated they would like to proceed with without prejudice to this Committee, in terms of their final decisions.

The Co-Chairman Mr. Klein: Exactly.

Mr. Munro: On that basis, it is difficult really to see any serious objection to that other than to go through them so that we can understand them.

Mr. Gray: No one is objecting—

We should make very clear that there is quite an important difference between (a) and (b). The paragraphs referred to under sub-heading (b) provide the whole structure of our immigration policy—and I see one of the senior officials shaking his head affirmatively—and not only should we not attempt to put into effect any of the proposals or changes contemplated under (b) before this Committee reports, but I do not think that anyone should attempt to put them into effect until there has been parliamentary decision.

The Co-Chairman Mr. Klein: Nobody is suggesting that we should put them into effect, but we should discuss them to see whether we agree that they should be put into effect.

Mr. Macaluso: Mr. Chairman, may I be of some help to you by suggesting that you proceed with (a) and see if you can even reach (b)?

The Co-Chairman Mr. Klein: We are still on paragraphs 50, 51 and 52.

Mr. Munro: Without labouring the point, Mr. Chairman, the reason why I do not think there is any point in discussing (b), (c), (d) or (e) other than, as I say, to file...

The Co-Chairman Mr. Klein: We are not even discussing it at the moment. We are now discussing paragraphs 50, 51 and 52. Let us stay with that.

Mr. Munro: I know, but I do not think we should discuss it at a later stage either, until such time as we come to drafting our report which we would do, presumably, after we have concluded our sittings.

Mr. Brewin: I have a suggestion to make which might be helpful.

The Co-Chairman Mr. Klein: Have you a suggestion to make?

Mr. Brewin: Not at this stage.

The Co-Chairman Mr. Klein: All right.

Mr. Gray: I have a question specifically on paragraphs 50, 51 and 52, very narrowly related, which I would be happy to place before the Committee if it is in order, and that is in the one-year period during which landing will be deferred, will the prospective immigrant be allowed to work?

Mr. Kent: Yes, sir.

Mr. Macaluso: In paragraph 52 your opening sentence reads:

Some of those who come to Canada legitimately, for some temporary purpose, decide for a variety of reasons to settle here, and the privilege...ought to be recognized both in law and practice.

There is no quarrel as far as unsponsored immigrants are concerned, but then you say:

The grant of immigrant status should therefore apply only to visitors who would have been admitted as unsponsored immigrants if they had applied as such originally, or who were—before they came—the spouses of Canadian residents or their children.

In other words, going to the sponsorship class, you are restricting giving consideration of permanent admission to those visitors who were either spouses or children, and that is all.

Mr. Kent: This is true, on the basis that the person who comes as a visitor and subsequently applies for landing as an unsponsored immigrant is thereby facing a test of some relevance; whereas—

Mr. Macaluso: I am not arguing about the unsponsored classes.

Mr. Kent: —with respect to the sponsored immigrant, normally, if admissible as a sponsored immigrant there was no barrier to the making of the application in the person's own country and in most circumstances coming as a sponsored immigrant would be the natural thing to do. It would be very unlikely that they would come as a visitor and then change their minds and want to stay as a sponsored immigrant.

Mr. Macaluso: What I am getting to is that right now he can sponsor a brother. Suppose there are many of these cases. A brother, with all good intentions, comes here to visit a brother and his family or a sister and her

family, and then decides to stay. He sees the country and, like a lot of other people, wants to stay permanently, and let us say he has a skill—not to your definition, Mr. Kent—but to an employer. You will not allow him to stay.

Mr. Kent: Under this statement he is not admissible.

Mr. Macaluso: He is not even admissible under this statement if he has a skill according to your definition?

Mr. Kent: Oh, yes.

Mr. Macaluso: I am not talking about unsponsored persons. I am talking about...

Mr. Kent: If he is eligible as an unsponsored immigrant he is eligible as an unsponsored immigrant.

Mr. Macaluso: I am sorry, I was confused. I stand corrected there. Then, therefore, he does not have a skill according to the definition you set out here, which Dr. Deutsch does not agree with. However, let us say that there is a job available to this man and, as Mr. Gray said, an employer can use him. Let us call him a baker who is a specialist in baking specialty cakes for which you cannot get such employees in Canada. You would not allow him to remain?

Mr. Kent: If he is a specialty baker he is eligible as an unsponsored immigrant.

Mr. Macaluso: I have three of them that you turned down. I will get to you on a—

Mr. Kent: Obviously, they failed to establish their specialty skill.

Mr. Orlikow: Mr. Chairman, I have one question about a matter which may have been discussed last week when I was not here, and that is this line which says that visitors who are not married when they come but get married when they are here cannot be given permission to stay here. It seems to me this is a very restrictive viewpoint.

Mr. Kent: Mr. Chairman, the intent here is not quite the way that you have worded it, Mr. Orlikow.

Here we are attempting to avoid an automatic provision that if somebody marries a Canadian citizen after he has come he will thereby immediately and automatically be allowed to transfer from visitor to landed immigrant status. The reason for this, of course, is that there undoubtedly can be cases on occasion where such a marriage is a marriage of convenience designed to evade the situation.

Mr. Orlikow: I can understand that, and I do not suppose that it matters to the person

concerned whether you classify him as a visitor or as a landed immigrant, unless you take the position that since he is a visitor and his time has expired he has to go back to his country of origin and reapply. It seems to me that this would be not only expensive but pretty shattering to a new and legitimate marriage.

Mr. Kent: We do not take that position.

Mr. Brewin: Mr. Chairman, a supplementary or a point of order or privilege, the fact of the matter is that I heard what Mr. Kent said last week and I appreciated it and approved of it, and I am sure this is the policy and should be the policy. But last week I received a letter from someone in his office telling someone who they admitted had a bona fide marriage, and not just for convenience, that she was not going to be allowed to stay and must return to Greece where she came from. I may say, having heard your remarks, I raised some objection to this, and I was told the next day that it was going to be changed and that they were going to allow them in all right. But this is the difficulty when the Minister or the Deputy Minister tells us that this does not mean automatic admission, but applies only in cases where there is not a marriage of convenience, and yet this letter that I received was not from some person out in the sticks who might not have known exactly what was going on. He did not know that this was the policy of the department, and he was still writing letters under the name of the department saying "You have been married a few months, we do not deny the bona fide of your marriage; you go home". Now this is the letter that was received. I suggest that if this is the right policy, as the Minister said, I am sure we should be allowed to permeate a little deeper into the full administration.

Mr. Kent: That is being attempted.

Mr. Whelan: Mr. Brewin has made a statement that I object to seriously, and I think as a man that comes from the country I resent his referring to anybody that lives in any part of this country as not as well versed as any city slicker or anybody else on immigration policies, or on marriage. These people, I feel, are as well versed as or better versed than—these things are more sacred to them—anybody I know up here. I do not know what you meant, Mr. Brewin, but you intimated that—

Mr. Brewin: I was frankly misunderstood by my colleague.

The Co-Chairman Mr. Klein: I do not know whether his tongue is still in his cheek.

Mr. Brewin: I do not know whether he comes from the sticks, or whatever he calls it, or not. All I am saying is that the headquarters office of the immigration department would likely know sooner what the enlightened policy of the department was than people in more remote areas; that is all I was saying.

Mr. Gray: I would like to hear the Deputy Minister's answer myself.

Mr. Kent: Thank you. I think Mr. Curry has the relevant piece of paper. We apologize for the misunderstanding, but I think we are reducing the number of them.

Mr. Curry: Well, I thought it might be helpful, Mr. Chairman, to Mr. Brewin to tell him what it is we tell our staff in this particular area. Now, there may be some departure on occasion from what they are told, but on that we would simply have to dig into it and find why there was a departure.

Mr. Kent: I believe that the work load is the usual reason.

Mr. Curry: Yes; it might be pointed out to the Committee in case they have not know it before, that we are dealing with something over 30,000 people presently in Canada as visitors, or something, who want to stay.

Mr. Macaluso: Take from that number the number of unwanted, such as criminals—

Mr. Curry: Well, here is the answer to Mr. Brewin's point, or at least the direction, as a general rule, however, provided there is no substantial evidence that the marriage is simply one of convenience, and if the person concerned is unable to qualify in his own, or her own right as an unsponsored immigrant, it would seem desirable in most instances to defer decision on the application for 12 months. Then if circumstances remain unchanged, approval of landing could be given, a provisional approval, with actual landing deferred for a further year. In other words, an attempt to see that the marriage is a legitimate and reasonable one.

Mr. Orlikow: Mr. Chairman, this is a question of words. I listened to Mr. Curry read that statement. Where is there anything in that directive which would indicate to the person—I do not know whether it was in Ottawa or Toronto—in your department who wrote the letter telling this woman that she had to go back to Greece, that she could stay? He must

have based that opinion on something. What does he hang that decision on?

Mr. Ryan: She could not meet the unsponsored immigrant standards.

Mr. Kent: No.

Mr. Ryan: Is that not a limitation then, as you just said?

Mr. Kent: No, perhaps I could reread it. This sets aside the case of the person who is able to qualify as an unsponsored immigrant as being irrelevant to this provision, because such a person qualifies anyway. But, assuming that we are dealing with somebody who does not qualify as an unsponsored immigrant, then as a general rule, provided there is no substantial evidence that the marriage is simply one of convenience, it would seem desirable in most instances to defer a decision on the application for 12 months. Then if circumstances remain unchanged, provisional approval of landing can be given.

Mr. Orlikow: Fine: Why was the decision made to tell this woman that she had to go back to Greece?

Mr. Kent: Well, I cannot answer for the particular circumstances of this case, but obviously an officer thought, in good faith, there was some reason in this particular case why that general instruction—which has been the instruction for some time—should not be followed.

Mr. Brewin: Let me make it clear, Mr. Chairman, that I was not criticizing this particular officer; because I think that this particular officer was interpreting perfectly literally, and perfectly properly the statement in the White Paper. The White Paper says nothing about the proposition of marriages of convenience. What it says is that unsponsored immigrants, if they apply, or who were, before they came, the spouses of Canadian residents, or their children. Now, all this officer was saying was that before they came they were not the spouses; they came out here and then later became the spouses of Canadian residents. The officer was applying this paper quite correctly. Now, he apparently had not become aware of the qualification. I think the reasonable and proper qualification has probably in fact been adopted. What I wanted to make sure of was that all officers were acquainted not only with the terms of the White Paper but the reasonable administrative qualification—

Mr. Kent: They are in fact so acquainted, Mr. Brewin.

Mr. Brewin: Let me point out that if I had not known about this and had not been sitting here and heard the minister's statement, I might very well have advised this young lady "Well there is nothing else for you to do but separate from your husband, go home, and hope that in a year or two from now they will let you back again".

Mr. Gray: Mr. Chairman, could I make a recommendation? It might be considered that perhaps this Committee may recommend that something be added to Section 52 to make Mr. Brewin's point clear.

Mr. Curry: Mr. Chairman, has it not been brought out that the administrative practice in this respect goes beyond the White Paper, and is in effect more generous than the White Paper.

Mr. Gray: I commend you for this; I just want to say that I hope perhaps in other times, a narrower paragraph in the White Paper will not be applied as a limitation rather than the more generous practice which is in existence now.

Mr. Kent: No, there was no intention at all of doing that. The White Paper was simply attempting to make fairly brief statements, which, of course, must be rounded out and humanized by the administrative practices, as is done in the statement we read.

Mr. Gray: This may be a point that the Committee may wish to deal with in its report.

● (5.35 p.m.)

The Chairman: Mr. Prud'homme?
(Translation)

Mr. Prud'homme: Mr. Kent, concerning item 52, I would like to know what kind of regulations you have at the present time concerning bona fide visitors who wish not to go back, because of family pressure. Take the case of an Italian mother of Canadians who under pressure from her children decides to stay, after a visit. I do not want to embarrass you with specific examples. I said "Italian" but I want to use this specific example to get to a general rule. There is a great similarity between the problems we have to solve in the case of a bona fide immigrant. This mother with her daughter came to visit her five sons in Canada and one month before the time came to leave, under pressure or request from her children decides to stay and then is told: "Sorry, you have to get back. You have to leave on December 20th." And moreover, when they arrived here, they were requested according to a new requirement for Italians to post a bond. I think it is the Italians who suffer the most from this, because apparently

they are the ones who trespass the most in those cases. That is what I am told, I would like to know that your point of view is. I have been told what when these people apply for landed immigrant status, they are told that they must conform to the conditions of entry which were that they would come here as visitors and they would leave on such and such a date. If they proceed in a different way, their bond is not returned. What happens to these people who under so many pressures, decide to stay? Is it truly possible for them to stay?

(English)

Mr. Kent: First of all, I would emphasize that there are no differences according to nationality, as far as the policy is concerned. The practice is that, because the sponsored immigrant, if the sponsor comes forward in the ordinary way and can give the minimum standards of financial capacity that are required, then the mother in the type of case you suggest is admissible perfectly readily as a sponsored immigrant. If, however, she comes forward as a visitor, then the only difference between that and her entry as a non-sponsored immigrant, is that the financial requirement about capacity to support her has not been met, and that is the condition of the sponsorship arrangement.

There will be cases where the decision is changed after she comes here, the financial obligation can be met and in all logic we entirely agree that it is perfectly sensible and that in that individual case she then be allowed to stay. However, the problem is that if this were to become a known, accepted and usual practice, then of course, what are after all quite modest financial requirements, would tend to be dispensed with altogether. Why should anyone bother, if they can come as a visitor, and two months later apply to change their status to a landed immigrant and this is automatically given? In that case the whole effect of the attempt to base sponsorship on the acceptance by the sponsor of some financial responsibility would break down. This is our problem.

Mr. Prud'homme: I know this is a difficulty, but there must be a way to separate those.

Mr. Kent: The problem is that in truth, as far as anyone has yet been able to discover, it can only be done by administrative decision on the individual case and this creates the problems with which we are all familiar and which we all, from our different points of view, dislike so much.

The Co-Chairman Mr. Klein: I think the problem we are talking about will eventually be solved when the appeal court is established.

Mr. Kent: Then the final decision in such a case would be transferred to the appeal board.

The Co-Chairman Mr. Klein: And the appeal board could decide in each case on an individual basis. Therefore, it might well be that they will grant everyone the right to stay without adopting a principle that they have the right to stay.

Mr. Kent: To have an appeal board exercise humanitarian discretion in a matter of this kind is, in some respects, easier than to have a department whose responsibility it is after all to enforce the law.

Mr. Prud'homme: Do you expect the appeal board could deal with the many thousands of people who come in as tourists and then decide to stay?

Mr. Kent: Well, we assume that the administration in any case will be such that the number of cases on which an appeal will be necessary will not be that great.

The Co-Chairman Mr. Klein: Is there not a great difficulty. What is happening in these instances is that the officer that is examining the applicant exercises the discretion really, because it is obvious that the same applicant could probably go to two different officers and perhaps get two different decisions. Would it not be advisable that the benefit of the doubt—and obviously there must be doubt at all times in these cases—go to the applicant, rather than against the applicant.

Mr. Kent: I think it would be fair to say, Mr. Chairman, that very, very often it does. If it did not, there would be many more cases even than those we have to discuss.

The Co-Chairman Mr. Klein: In any event, in your view this would be a temporary difficulty which will eventually right itself when the appeal board is established?

Mr. Kent: Oh, yes. The difficulty is particularly great at the moment because of the quite abnormal situation that we have faced through the development of the backlog of visitors. Mr. Chairman and members of the Committee I am sure are aware that after the withdrawal of visa requirements from so many countries, and with the increased use of air travel and increased ease of travel, many more people came as visitors. This problem really developed only in the last few years. It was a new problem and a problem that the

department had great difficulty in dealing with for precisely the reasons that we have talked about, because obviously it so often does not make sense to send people away, yet the fact undoubtedly is that they do not comply with the regulations and the requirements, and so these cases were allowed to drift. They were allowed to drift to the point at which an enormous backlog had been built up. The reasons why they were allowed to drift were the best of humanitarian reasons; but, on the other hand, equally, sooner or later the painful job of trying to sort out the situation had to be attempted and in attempting it, inevitably we have imposed on the department a really appalling temporary problem of dealing with a very heavy administrative backlog. But had it not been done before 1967, we would be facing a very much worse situation after that.

Mr. Prud'homme: I was about to comment on that. Do you see a problem with Expo '67, when relatives of immigrants come to Canada as tourists, in good faith, and then after they are here for a while, decide to stay. How can we cope with this problem?

Mr. Kent: Our hope is that if we have dealt with the backlog, and if we have instituted these better recording practices, so that we know who is coming as a visitor, who has overstayed, and so on, then we can deal with the problem in a sensible, effective and at the same time, humanitarian way. We will have more offices; we will have better procedures and we will not have this terrible backlog to deal with.

Mr. Prud'homme: Do you think we will have time to have enough officers—

The Co-Chairman Mr. Klein: It is not the officers who are going to be burdened. What I foresee is that the composition of the appeal board may be found to be inadequate.

Mr. Prud'homme: How far does the discretion of the officer with respect to an extension for instance, of those who are about to leave. There must be some special case where the officer could, exercise discretion without calling Ottawa. Is there any latitude?

• (5.45 p.m.)

Mr. Kent: Yes, indeed.

Mr. Prud'homme: How far does this latitude go?

Mr. Curry: The individual officer would probably have to refer the matter to his superior, his regional director in the region. Those cases do not necessarily have to come

back to Ottawa, but if there are circumstances that bear on the case that are meritorious in character, very frequently we permit, or it is permitted for the visitor to extend the period to some reasonable degree.

Mr. Prud'homme: Could these very reasonable remarks of yours here be made known to all the officers in all the little places? We always go back to examples but the examples are very good. These two ladies who just left today because they were told, well, you signed the extension up to December 20 and you have to go back. But they said, apply over there and you stand a very good chance of coming back.

Mr. Kent: When did they come, Mr. Prud'homme?

Mr. Prud'homme: They came here on September 20 and they were told to leave today. I know it is very unfortunate. They did not take it too badly because we had prepared them long in advance but we cannot prepare everybody.

Mr. Curry: I wanted to point out as I thought it might be useful that of this great mass of people that we have, at least, something of the order of 30,000, more than two thirds of them and possibly as many as 20,000 to 25,000 who came into Canada before July 8, and who applied to be landed before August 15, if there were people who were mothers, as you pointed out then, and who could have been sponsored, they could be landed. It is only those who came after July 8 who suffer this handicap about being a mother and, therefore, wanting to stay as a sponsored person who are in some difficulty.

Mr. Prud'homme: I hope that all the officers will know that especially in the case of the sponsor, because we do not deal with the law that says this and that. I can understand that as far as immigration is concerned. You are not dealing with eggs and things that you can count. You are dealing with human beings. I hope that we will have a law that is very—of course, you have the text of the law—but I hope you will take what we call “the spirit of the law” and take into account the humanitarian aspect especially for those who call themselves the unsponsored because you are dealing with families and so on. I hope we will give more and more latitude to the junior officers without having them—this can be done; they are employed by you. They must be intelligent enough to realize and take that responsibility. But I am afraid that everybody is afraid to take that responsibility because they are afraid of being blamed.

Mr. Curry: We are doing our best to train our people and give them practice so they will take responsibility within the terms of the law.

Mr. Prud'homme: I am willing to stand up any time in the house, and I will make that very clear, to stand up in favour of someone who might have made a mistake but who did make a decision.

Mr. Kent: If I may say so, Mr. Chairman, while, of course, obviously, we would all share Mr. Prud'homme's point of view on this, at the same time we are bound to hope as administrators that parliament will be successful in defining the spirit of the law so well that problems of judgment posed will not be excessive.

Mr. Enns: Did I hear Mr. Kent say that the overload was levelling off now and that in anticipation of Expo and in anticipation of the centennial year, you are not beginning the year with a backlog of applications?

Mr. Kent: We are trying to work off the backlog. The backlog had built up until the August period when the Minister made his announcement on how these cases were to be dealt with, and we are now attempting to work it off as fast as we can. We are deliberately trying to get the decks as clear as possible for 1967.

Mr. Enns: You are hopeful this leveling off will be achieved?

Mr. Kent: The problem will be reduced.

Mr. Enns: I foresee that your problems are going to be increased, because you cannot say that a man who comes here at the invitation of Canada to Expo, and he comes ostensibly to visit Expo, and then says he wants to say, did not come here in good faith?

Mr. Ryan: Mr. Chairman, I have to leave, but before doing so, I would like to indicate that while at the moment I have no grave objections to paragraphs 51, 51 and 52 in the White Paper, there is a comment I would like to register with respect to the first proposal on (a), the second sentence: "The grant of permanent admission should be the exception not the rule." I prefer to see that read: "The grant of permanent admission should be the generously exercised exception, not the rule." With those comments, Mr. Chairman, I beg your permission to leave.

Mr. Whelan: There is just one thing I read in the newspaper this morning—I think it was this morning's paper—where a question was asked on how much money was spent on over-

seas immigration offices. Then, Mr. Kent, you just say that you do not discriminate against any one group of people but yet you spend nearly half of your money in one country, in England.

Mr. Kent: Mr. Chairman, the comment I made then was directed to the particular point on which I was answering Mr. Prud'homme. It is, indeed, true that the immigration effort has been, as the Minister has pointed out, concentrated on certain countries where it was thought that, if you like, a given number of officers are given the expenditure of dollars that would produce the highest number of immigrants; but the Minister has made it very clear, and the White Paper makes it very clear, that his intention is to move away from the heavy concentration on certain areas that have produced and to attempt to build up our facilities everywhere in the world on an entirely non-discriminatory basis. That was the point, the spirit rather than the letter, of these administrative changes that I was trying to suggest at the beginning of the meeting, Mr. Chairman.

Mr. Whelan: I have one other question. Do you have any marriage counsellors or marriage experts in the immigration department?

Mr. Kent: Many people, I am sure, are experts on this subject, Mr. Whelan, but we do not have anybody we employ as marriage counsellors.

Mr. Whelan: We probably all think we are experts on it.

Mr. Gray: Not me.

Mr. Whelan: Herb Gray has just eliminated himself from this or maybe he is the most expert one of all.

Mr. Gray: That is why I never got married.

Mr. Whelan: It kind of amuses me to think that these marriages—after you read about this recent court case which was held in Sicily in Italy where they capture their wives and if they are successful in the capture they live the rest of their lives happily or unhappily together, the marriage is successful as far as I can gather.

Mr. Kent: Except on occasion where the girl objects.

Mr. Whelan: Yes, just once in the history of time this has happened. How can we say that because a girl meets a boy or a boy meets a girl in four days that not—even if this was prearranged that they come from some other country into Canada and meet this person—this is not, in fact, going to be a properly

consummated marriage, a successful marriage? Lord, God, during the war, thousands of these marriages took place and they worked out successfully. How your people can make a judgment on these things, is beyond me.

Mr. Kent: We do not try to make that particular judgment. This is the opinion inside the department that it is not our job to make a moral judgment. We do not attempt to do that.

Mr. Whelan: You do not have an IBM machine where you slip them in and see if they match?

Mr. Kent: Our only concern is whether or not there is specific evidence that this marriage has been contracted solely in order to enable somebody to stay in Canada who could not otherwise stay in Canada.

The Co-Chairman Mr. Klein: What is the test, pregnancy?

Mr. Kent: No; it is the type of marriage, where, as, for example, happens quite frequently, a ship deserter who has had no previous connections with the person concerned, within a very short time after escaping from a ship—this can happen in a day or two, and frankly sometimes appears to happen with the convenient help of other individuals—

Mr. Whelan: You say "quite frequently"

Mr. Kent: —then marries somebody. In this case we have considerable doubts.

Mr. Whelan: Do you have any statistics to show how often this happens; and if there is a marriage contract? Is there not a law in our country that you just do not break it like that and throw away? I know several marriages that have taken place this year in my constituency by visitors that have been here four, six, and eight months and I do not see anything wrong with them. They are perfectly valid. These people will live together the rest of their lives unless you separate them and send one back, or something. I do not know what you are going to do, but I cannot see how you can possibly make a fair judgment in any of these cases?

Mr. Kent: There are very few cases where we make the judgment that a marriage was contracted purely for purposes of convenience in defeating the immigration regulations.

Mr. Whelan: But even if it was contracted for that, how do we know that it is not properly going to be consummated and be successful.

Mr. Kent: That is not the test we are applying. The test we are applying is simply: was this marriage contracted in order to contravene the immigration regulations?

The Co-Chairman Mr. Klein: In other words, consummation of marriage does not enter into it?

Mr. Kent: This has nothing to do with us.

The Co-Chairman Mr. Klein: I know it has nothing to do with the officials.

Mr. Prud'homme: Mr. Kent, could I just ask this question? Having regard to what you said earlier and in this last statement, and what Mr. Whelan said, that you should not concentrate on one country only, if it is proven that this country is giving us very good immigrants, I do not think we should reduce our expenditure there, in order to spend more money somewhere else, we should just keep it the way it is there, and if it is proven they are good immigrants we should continue in this way but ask parliament to vote more money so we could have some more somewhere else.

Mr. Kent: This is certainly our thought.

Mr. Prud'homme: I do not think we should cut it off there because more money is not spent somewhere else.

Mr. Whelan: No one is suggesting that.

An hon. Member: Oh, you never know.

Mr. Whelan: Mr. Kent, I think this is what you meant. If we were to concentrate on one place it might create a difficulty some place else. You would not have results for your efforts.

Mr. Prud'homme: We need good unsponsored immigrants.

Mr. Brewin: Mr. Chairman, I imagine we are going to break up very soon and I wanted to call to the attention of Mr. Kent, that I think there is one gap in his statement and that is this: It is quite clear throughout the White Paper that one of the basic philosophies in the government, and it is expressed in paragraph 39, is to remove the last vestiges of discrimination in immigration legislation. While I appreciate that this document did not purport to set out everything, I would call attention to the fact that paragraph 61, which deals with regulations, under subsections (g) specifically gives the Governor in Council the authority to discriminate on the basis of ethnic origin and so on. All I am suggesting is that to make sure that nobody loses sight of it, that it should be included in (c); proposals which

require amendment to the Immigration Act. It is such an important one and the whole spirit of the thing is lost if we as parliament authorize the Governor in Council to apply those very specific discriminationss that they are trying to get rid of.

Mr. Kent: This is absolutely right, Mr. Brewin. I think it is certainly fully expressed in the White Paper and indeed it was in order to attempt to cover that general spirit of the proposals that I trust I covered it at the beginning.

Mr. Gray: Mr. Chairman, I wonder if I can make another suggestion, similar to Mr. Brewin's with regard to (d), proposals which require other acts of parliament. I would recommend that we add to that amendments to the Citizenship Act, to make sure that there are no unfair practices which impede the granting of citizenship and that there are also proper appeal procedures. I realize it is not within Mr. Kent's responsibility, but you cannot properly examine or attempt to put into effect any changes in the admission standards based on citizenship unless you are sure the other side of the coin operates properly and I would like to recommend to the Committee that at some point be called before us the Secretary of State, officials of the citizenship branch, to ascertain their intentions in this regard.

The Co-Chairman Mr. Klein: The steering committee will take that under advisement.

Mr. Gray: I do not expect that the officials have the information here. I think it might be of some interest to the Committee to see what would have happened to the flows of immigration for the present year and preceding years, if the proposals with respect to permanent residents, for Europe and other countries linked with it, and the proposals for citizens with respect to immigration from Europe and the countries connected with it, were applied. In this regard—and I do not expect the information is available at the moment, and I may

not be articulating this the best way—I would be interested in knowing, first of all, the total number of sponsored immigrants in 1966, who could be classed as parents and grandparents and the same for as many preceding years back as you have the information. Secondly, the total number of parents and grandparents in 1966, who did not enter the labour force, and for as many years back as you have. Thirdly, the number of sponsored immigrants who were respectively 60, 50 and 40 years of age, and also—and again I may need some assistance from the officials in articulating this—with respect to the classification and to see the impact with respect to citizens. I would also be interested in knowing how many of the sponsored immigrants for 1966, and each year prior, are sons or daughters of any age, with accompanying spouse and unmarried children under 21.

And, finally, moving on to what is going to be required with respect to citizens, I would like to know, if it could be determined, how many immigrants in 1966 were parents and/or grandparents who would be considered not to be literate and not meeting what the department has in mind as to minimum trade and skill qualifications, and a similar breakdown with respect to sons or daughters and accompanying spouses. I think the officials know what I am driving at; in other words, I would like to see the facts on the 1966 immigration flow and as many years back as possible, if the proposals of the government had been applied to those flows.

Mr. Kent: I think we understand what you ask for, Mr. Gray, and we can give, I think all the information, certainly most of it, in relation to 1966.

The way the statistics were kept before, I do not think we can do it for earlier years, but we can certainly do it for 1966.

Mr. Gray: Do the best you can.

The Co-Chairman Mr. Klein: The meeting is adjourned.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

Copies and complete sets are available to the public by subscription to the Queen's Printer. Cost varies according to Committees.

Translated by the General Bureau for Translation, Secretary of State.

LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS
First Session—Twenty-Seventh Parliament
1966-67

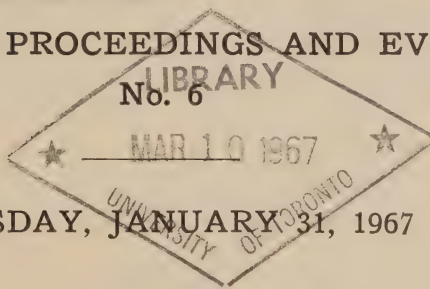
THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON
IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE



TUESDAY, JANUARY 31, 1967

WITNESSES:

From the Province of Manitoba: Messrs. Sydney Spivak, Q.C., Minister of Industry and Commerce; I. H. Blicq, Assistant Deputy Minister; J. P. Gannon, Assistant Deputy Minister of Manitoba Development Authority and J. Malko, Director of Immigration.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

Baird	Fournier (<i>Madawaska- Restigouche</i>)	Macnaughton
Cameron	Hastings	Nichol
Croll	Hnatyshyn	Pearson
Desruisseaux		Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken	Mr. Dinsdale	Mr. Pelletier
Mr. Badanai	Mr. Enns	Mr. Prud'homme
Mr. Baldwin	Mr. Haidasz	Mr. Régimbal
Mr. Bell (<i>Carleton</i>)	Mr. Laprise	Mr. Roxburgh
Mr. Blouin	Mr. Macaluso	Mr. Skoreyko
Mr. Brewin	Mr. Munro	Mr. Ryan
Mr. Crossman	Mr. Nasserden	Mr. Watson (<i>Châteauguay- Huntingdon- Laprairie</i>)—24.
Mr. Deachman	Mr. Orlikow	

(Quorum 12)

Maxime Guitard,

Clerk of the Special Joint Committee.

REPORT TO THE SENATE

Wednesday, February 1st, 1967.

The Special Joint Committee of the Senate and House of Commons on Immigration makes its second Report as follows:

Your Committee recommends:

1. That it be empowered to sit at Toronto, Ontario, and Montreal, Quebec; and
2. That the Clerk of the Committee and the necessary supporting staff accompany the said Committee.

All which is respectfully submitted.

L. Langlois,
Joint Chairman.

(Presented and concurred in on Wednesday,
February 1, 1967).

REPORT TO THE HOUSE OF COMMONS

Tuesday, January 31, 1976

The Special Joint Committee of the Senate and House of Commons on Immigration has the honour to present its

SECOND REPORT

Your Committee recommends:

1. That leave be granted to the House of Commons' section of the Special Joint Committee to sit at Toronto, Ontario and Montréal, Québec.

2. That the Clerk of the Committee and the necessary supporting staff accompany the said Committee.

Respectfully submitted,

Milton L. Klein,
Joint Chairman.

(Presented on Tuesday, January 31, 1967 and
concurred in on Tuesday, February 7, 1967).

ORDER OF REFERENCE OF THE HOUSE OF COMMONS

Tuesday, February 7, 1967.

Ordered,—That the House of Commons' section of the Special Joint Committee on Immigration be granted leave to sit at Toronto, Ontario and Montreal, Quebec, and that the Clerk of the Committee and the necessary supporting staff accompany the said Committee.

Attest.

Léon-J. Raymond,
The Clerk of the House of Commons.

MINUTES OF PROCEEDINGS

Tuesday, January 31, 1967.

(11)

The Special Joint Committee of the Senate and of the House of Commons on Immigration met at 9:45 o'clock a.m., this day. The Chairman of the House of Commons' section, Mr. Klein, presided.

Members present:

Representing the Senate: The Honourable Senators: Fournier (*Madawaska-Restigouche*). Hnatyshyn, Langlois, Nichol, Pearson, Willis (6).

Representing the House of Commons: Messrs. Aiken, Badanai, Baldwin, Bell (*Carleton*), Brewin, Dinsdale, Enns, Haidasz, Klein, Munro, Nasserden, Orlikow, Prud'homme, Régimbal, Roxburgh, Ryan (16).

In attendance: From the Province of Manitoba: Mr. Sidney Spivak, Q.C., Minister of Industry and Commerce; and Messrs. I. H. Blicq, Assistant Deputy Minister; J. P. Gannon, Assistant Deputy Minister of Manitoba Development Authority; J. Malko, Director of Immigration.

The Chairman opened the meeting in order that the Committee proceed to its routine business.

It was suggested that the Committee should hold public hearings at Toronto, Ontario and at Montreal, Quebec.

After serious consideration was given to that suggestion, on motion of Mr. Baldwin, seconded by Honourable Senator Fournier (*Madawaska-Restigouche*), it was

Resolved unanimously,—That the following motions be adopted as read:

1. That the Joint Chairmen of the Committee be hereby instructed to report to their respective House as follows:

Your Committee recommends:

- (a) That the House of Commons' section of this Committee be granted leave to sit at Toronto, Ontario and at Montreal, Quebec.
- (b) That the Clerk of the Committee and the necessary supporting staff accompany the said Committee. It is understood that the Report to be presented to the Senate by the Joint Chairman of the Senate's section is to be prepared by the Senate itself in accordance with its custom and rules.
2. That reasonable travelling and living expenses of the members of the Committee, the Clerk of the Committee, and the necessary supporting staff be defrayed out of the moneys to be provided by the Treasury.
3. That the Clerk of the Committee be hereby instructed to advertize, in different local daily newspapers, the public hearings that the Committee intends to hold at Toronto, Ontario and at Montreal, Quebec.

Then, the Chairman introduced Minister Sidney Spivak who read his brief before being questioned thereon, accompanied by Messrs. I. H. Blicq, J. R. Gannon, and J. Malko.

The examination of the witnesses being completed, the Chairman, on behalf of the Committee, thanked Messrs. Spivak, Blicq, Gannon and Malko who retired.

At 12.45 o'clock p.m., the Committee adjourned to the call of the Chair.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, January 31, 1967.

The Co-Chairman Mr. Klein: Gentlemen, I see a quorum. Before we deal with the brief that has been presented by the Minister of Industry and Commerce on behalf of the government of the province of Manitoba may I say there has been a suggestion that this Committee sit in Toronto and Montreal. The suggested dates are, February 16th and 17th, in Toronto and 22nd, 23rd, and 24th in Montreal. The idea of meeting in these centres is to give opportunities to individuals who might want to come before the Committee and who may not have the time to leave their jobs and come to Ottawa. We thought perhaps it would be a nice gesture on the part of this Committee if we could accommodate those people in Montreal and Toronto. If this meets with the approval of the Committee, may we have a motion to the effect that the Joint Chairmen of the Committee be instructed to report to their respective house as follows.

(See Minutes of Proceedings)

Some hon. Members: Are those fixed dates?

The Co-Chairman Mr. Klein: Well, they are only tentative dates like any others. It is the 16th and 17th in Toronto and the 22nd, 23rd, and 24th in Montreal.

Mr. Orlikow: Mr. Chairman, just one question: I was a little at a loss just now. Is the idea of meeting in Toronto and Montreal so that we have the opportunity of hearing representations from some of the major national organizations?

The Co-Chairman Mr. Klein: As well as individuals who might want to come before the Committee.

Mr. Orlikow: I would be all in favour of doing that if it would make it easier for some of the big national organizations which we know want to make representations before the Committee. I would be all for that. I am not so certain about travelling to hear individuals because you might encourage a number of individuals to come who—

The Co-Chairman Mr. Klein: It is intended to hear any large organization that might have its head office in Toronto, to have them make their representations before the Committee in Toronto, and likewise, in Montreal. That is the object of the sittings.

Mr. Aiken: Mr. Chairman, I have a somewhat opposite view to that of Mr. Orlikow. I should think that the larger organizations would have very little difficulty in presenting their briefs to us here because they are able to have someone come and present it; whereas the individuals, if they were to come, would have difficulty and perhaps there might be some justification for leaving them there. I think we should have our terms of reference a little more definite on the question of individuals because I think we ought to know under what conditions individuals will come before the Committee to make presentations. I would like to have an enlargement on that. In other words, are we just going to hold an open session, or will it be arranged?

I think we could get into a terrible jam, if we just sit as a sort of court of inquiry without any preparation and have large numbers of people come. I think they should be heard. I really do. I think that where we fall short is in not hearing individuals and not giving them that opportunity, but I would think that the objective of going to the larger centres would be to hear the individuals rather than the large organizations.

The Co-Chairman Mr. Klein: The terms of reference would be that the committee be granted leave to sit in Toronto and Montreal. I think that is just about as broad as you can get a term of reference.

Mr. Aiken: I want to know what we are going to do when we get there.

The Co-Chairman Mr. Klein: Well, we are going to do both things you suggest. We are going to ask the major organizations to file briefs; if they want to be heard to come before this Committee, and the ad in the newspaper will invite the public to come as well. If we find that the sittings are insufficient, we could

provide for further sittings, but I do not think that we should be tied down to any specific term of reference. I think we should leave it as broad as we can to see how we get along.

Mr. Baldwin: Mr. Chairman, on that point, I am all for this kind of thing when a need arises, and I certainly see that a Committee charged with a responsibility such as this one is can obtain a lot of valuable information. On the other hand, without the terms of reference being changed, possibly due notice might be given in advance with a request that all those who are anxious and desire to appear to make representations should contact the Committee Clerk. I think the steering committee should consider the question so that we go down there with a fairly good idea of who is going to appear and what they are going to say, without in any way preventing anyone who has a legitimate statement or message to bring before the Committee from doing so. If we have this organized in advance I think it would be much better for all concerned. I just throw that out as a suggestion.

The Co-Chairman Mr. Klein: That is precisely what we intend to do.

Mr. Aiken: Great minds think alike, Mr. Chairman.

May we have such a motion?

Mr. Baldwin: I so move.

Senator Fournier: I second the motion.

Motion agreed to.

The Co-Chairman Mr. Klein: Gentlemen, we are very honoured this morning to have with us the Minister of Industry and Commerce of the province of Manitoba who has sent us a brief in advance. I understand from the minister that it is the desire of his department to substitute the briefs, not because they are substantially different from the brief that has been circulated prior to this meeting but because there were certain clarifications and clerical errors that the department felt they would like to explain to the Committee. We will circulate those briefs, and as I say, the new brief is substantially the same as the brief that was circulated prior to this meeting. Without further delay, I think it is a great honour now to hear from the minister of Industry and Commerce of the province of Manitoba, the Hon. Sidney Spivak.

The Hon. Sidney Spivak (Minister of Industry and Commerce, Province of Manitoba): Mr. Chairman, Senators and gentlemen, may I at the outset introduce my colleagues with me commencing on my extreme right, Mr. J. Malko who is the Director of Immigration of the Department of Industry and Commerce; Mr. J. P. Gannon who is the Assistant Deputy Minister of the Manitoba Development Authority; Mr. Ian Blicq who is the Assistant Deputy Minister of the Department of Industry and Commerce.

• (9.50 a.m.)

The briefs that are being passed out to you, if I may, I would like to refer to as the official brief. In substance, it is exactly the same as the brief that was first submitted to you. Unfortunately, in checking we found that there were a number of typographical errors, and in turn the printer missed certain paragraphs and in order to be able to clarify our position we saw to it that it was reprinted and with a white cover. To all intents and purposes, I will refer to it as the official brief, although you are perfectly at liberty to refer to the first brief because there is no substantial change at all.

I would like to read, Mr. Chairman, if I may, a major portion of the brief and then allow questions afterwards. I think it would be a more advisable manner. If I may, I will start and I will refer to the paragraphs and the pages of my presentation.

Mr. Chairman, and Members of the Committee, my colleagues and I appreciate the opportunity afforded the government of Manitoba to appear before your Committee and to present our views on the important matters you are considering.

5. (page 2) As members of the Committee are well aware, immigration has played a vital role in Canada's growth. Canada is a land built by immigration. In recent years, immigration policy in Canada has become increasingly selective and consequently restrictive. The results have been particularly noticeable among the various regions of Canada. Certain regions have benefited substantially from immigration while others have not to the same extent. Recent programs have been intermittent and have apparently been based on or directed to the central Canadian conditions rather than the regional requirements of the nation as a whole. The need for a clearly defined long range policy and program for immigration into Canada is recognized by the recent White Paper on immigration,

"Canadian Immigration Policy". This is a positive step forward. We are in agreement with the concept and lofty aims set forth in the White Paper. None the less while the White Paper represents a review of administrative policy and a reassessment of its directions, we believe that the policy proposed will result in continuing unfavourable manpower conditions in the Canadian midwest. Adjustments are essential if we are to further the short and long range economic development of Canada and its constituent regions and provinces.

On page 4, beginning with the Summary:

1. Canada's second century holds challenges more exciting than her first. Manpower policy will play a key role in meeting those challenges and obtaining our economic objectives. Immigration, a decisive factor in manpower supply, must be recognized and utilized actively and aggressively as an instrument to maximize national economic growth.

Balanced economic development is essential for long-term national economic strength, growth and stability. This concept has been endorsed by the federal government and the Economic Council of Canada. Immigration has helped alleviate some manpower shortages in Canada. Since the second world war, however, there has been a disproportionate distribution of immigrants among the regions of Canada which has tended to aggravate rather than diminish the disparities in relative regional growth.

Each economic region has its own particular potentials, problems and objectives. The unique economic structure and requirements of each region demand a different mix of skills and capabilities. The ability to supply this demand mix in various regions and areas is affected by the existing labour force, labour mobility, migration and forecastable accessions to the labour force. While the more developed and heavily populated regions of Canada may require more skilled and less unskilled immigrants. Other regions demand more unskilled and semi-skilled.

Manpower and immigration policy and programs should recognize and fill such differing regional needs.

4. The "frontier" development regions have unique problems requiring special approaches. Special manpower and immigration policy should effectively and directly assist in this basic area of Canada's growth.

5. Manitoba is "an economy in transition" and has a relatively high requirement for unskilled and semi-skilled workers. Despite action by the federal and provincial governments and industry through recruiting programs and "class room" and "in-plant" training, labour shortages persist. These shortages seriously hamper growth, impair efficient operation and inflict substantial industrial, provincial and national economic costs. Maximum current potential is not being realized. Labour shortages are being experienced in many sectors of the economy, and are particularly severe in Manitoba's mining and garment industries. These two industries alone at this moment require some 3,500 workers, mostly unskilled and semi-skilled. In the immediate future, Manitoba's unskilled and semi-skilled requirements will total an estimated 10,000. Federal immigration policy respecting skill and education cuts off the traditional supply without even attempting to suggest an alternative.

6. The policy proposed in the White Paper claims to be non-discriminatory. It is in terms of geography and race. But it does in fact discriminate against the kind of people Manitoba needs today to enable our economy to expand and grow. The federal "policy" is not expansionist as it claims. Rather it imposes unrealistic standards in a small and highly selective, increasingly competitive skill and education market. It simply does not recognize the facts. Of course we need highly skilled people, but we need also people able and willing to undertake the many jobs, now available in the province, requiring lesser skills. The federal proposal implicitly assumes that there is enough of this type of labour available in Canada and that they are willing to move to the areas of "scarcity" and that they are prepared to continue to work there.

7. Manitoba's concern is to obtain and retain a labour force adequate to attain the full current and continuing potential of the Province. If the responsible authorities cannot or do not supply current needs immediately and continuing needs contemporaneously from Canadian sources, then Immigration should be empowered to fill the void on the basis of the requirements of employers. If a Grade 8, or 6, or 4, or 2 would be adequate to fill the job effectively and cannot be found in Canada by Manpower, then Immigration should be charged immediately with the responsibility of obtaining someone from outside sources to fill the vacancy.

8. The following recommendations respecting Canada's immigration policies and programs are submitted for consideration:

National immigration policy is not sufficiently flexible to meet the needs of each region and province. Programs should be specifically designed to help overcome regional disparities.

Critical labour shortages cannot be met because of existing immigration rules. Procedures should be established immediately which will permit prompt immigration action to overcome existing and future persistent labour shortages.

Proposed immigration policy will hamper "frontier" development. Special programs should be created to help encourage "frontier" development.

Planning should examine special needs of particular industries and areas. Federal-Provincial liaison on manpower and immigration problems should be continued and strengthened.

Action should be initiated immediately on a detailed industry by industry analysis of long-term provincial as well as regional manpower needs.

Rigid admission standards based primarily on education are unrealistic and do not meet needs of the economy. They are discriminatory rather than expansionist. Education and skill admission standards should be revised to take account of the immigrant's aptitude and potential.

Page 7, Immigration and National Economic development, paragraph 5, on page 8.

5. Manpower will assume increasing importance in future in determining the rate of a nation's economic growth and appropriate manpower policies and programs will become correspondingly critical as instruments to achieve this growth. While a first principle of our national manpower policy should be the full employment of our present citizens in the labour force, a second and equally important principle is the provision of adequate manpower to exploit expanding economic opportunities. Failure to achieve either principle can be costly but the latter is likely to have more serious long-run results. Therefore, to meet our manpower demands, Canada's im-

migration policy must be designed to develop the necessary mix of skills from within our existing population and from outside sources through immigration.

6. Consequently, immigration, as a key aspect of our whole manpower structure must be recognized and actively employed as an instrument of economic development. The White Paper gives some acknowledgment to the significance of immigration in Canada's growth, but there appears to be excessive caution in the proposed policy. The emphasis is on "selective immigration" rather than "economic growth". Such caution will cause us to forego not only immediately attainable achievements and satisfactions but may well hamper our future attainments.

Paragraph 8.

8. Regardless of educational qualifications, an immigrant with an adequate level of intelligence; with the physical and other aptitudes necessary to perform a basic task for which he can be initially employed; with an inherent aptitude for short-term skill re-training; with the proper degree of initiative and motivation; can contribute to the economic development of Canada, far in excess of the country's investment in him. Furthermore, there are continuing benefits from immigration in the form of succeeding productive generations.

9. This second and succeeding generation potential bears emphasis. Immigrants who may not have had the opportunity to attend school, perhaps as a result of the educational system of their native country or through economic need, often have inherent intelligence and abilities which when transmitted to their children, can, in the Canadian social and economic environment, be realized as a source of necessary skills and knowledge for our future growth. Evidence of this fact is found in Manitoba's history (and in the history of many other parts of Canada as well) with its abundance of second generation talent emanating from the homes of earlier immigrants who would now be classed as unskilled or semi-skilled and would not meet current immigration education standards. Despite these handicaps and the hardships of the depression, these people gave their children the basic qualities and home environment in which to develop and become highly productive Canadians.

IV. *Balanced Regional Growth*

Paragraph 1. A fundamental principle for Canada's economic development is the promotion and attainment of maximum growth of each of the constituent regions of the country. The Federal Government has indicated that it is committed to a policy of decentralized and regional industrial and economic development.

The second sentence in paragraph 2. The Economic Council of Canada and other organizations have identified regional disparities in growth as a major economic problem. In its Third Annual Review, the Economic Council of Canada states (page 245):

...the growth of the economy at the national level provides a necessary and favourable environment, but is not in itself sufficient to secure major improvements in regionally balanced economic development. This is clearly a long-term objective to be sought on the basis of deliberate, integrated public policy.

3. The Third Annual Report of the Manitoba Economic Consultative Board (the provincial equivalent to the Economic Council of Canada) issued in March, 1966 states (page 5):

The forces leading to a continuing centralization of population within the country are both powerful and pervasive. Any reversal of this longstanding trend will depend on a clear national recognition that Canada's welfare will be best served by the promotion of growth in all regions.

4. The creation of the Atlantic Development Board is one example of specific Federal Government recognition of the need for special regional action. Furthermore, sub-regional action is often required on special problems. The specific action provided for local situations under the Agricultural Rehabilitation and Development Act, and Area Development Incentives Act programs indicates recognition by the National Government of this need.

All these and other instruments, including immigration, we believe have an important part to play in the maximization of economic opportunity in each region of Canada. To perform this role effectively, immigration policy and programs must be flexible to meet specific regional needs.

V. *Balanced regional growth and the proposed Immigration Policy*

1. We have set forth what we believe to be two vital principles for national economic development: the use of immigration as a tool for development and the need for balanced regional growth. On this basis Federal immigration policy and programs should be specifically framed and directed to further regional growth in the interest of national development.

2. This, however, appears to conflict with the proposal set out in the White Paper (page 7):

"In the final analysis, however, there is unlikely to be general support for any immigration policy which appears to favour local or sectional rather than national interests or to ignore the economic and social facts of life as they are revealed daily to Canadians in terms of employment, educational opportunities, welfare programs and taxes."

Recent newspaper reports of discussions between the Minister of Manpower and Immigration and the Premier of Quebec indicate that special Federal action may be taken aimed at, and I quote from the newspapers: "Making Quebec equal to the other provinces in the field of immigration". Whether this special action is a reversal of the position set forth in the White Paper or whether it is a demonstration that special immigration programs and procedures are to be used to further regional growth in the national interest, it is to be hoped that the special needs of other provinces and regions will be given similar attention.

3. Each region of Canada has its own unique opportunities, problems and goals which stem from its human resources, physical environment, natural resources and past progress. Furthermore, each region and province is proceeding through various stages to reach its own growth objectives. Therefore, individual performance must be measured against its own as well as national standards. Ontario is the most advanced region—one moving into an increasingly complex stage of industrial operations with almost unlimited potential for growth and sophistication. The prairie region, on the other hand, is still largely dependent on primary industry and, while moving towards greater economic diversification, it is unlikely to rival Ontario in the

immediate future. Furthermore, while Ontario's economic foundations for growth are established, the Prairie foundations are still being constructed.

4. The nature of the present and potential economic development of each region determines its current and future labour requirements and the variations among regions result in substantially different labour mixes. The agglomeration of national figures too often clouds the significance of regional differences. While certain long range national forecasts may be valid as to generally increasing skill needs, the regional variances are hidden. Hence, policies based on national statistics may overlook or even be contrary to the needs of one or more regions.

5. Consequently, we believe that certain of the White Paper generalizations and conclusions respecting our nation's labour force needs do not recognize the differences between the regions. Such conclusions as (page 8): "We are not a country of virgin lands and forests..." and "Despite its low population density, Canada has become a highly complex industrialized and urbanized society" support his belief.

Paragraph 9 on page 14.

9. Statistically there may be surplus suitable manpower in one region while there are shortages in another. There is however no certainty that the desired inter-regional migration will occur. In many cases, it does not because of immobility due to social factors. The result is a regional labour shortage with consequent economic losses. Certainly, a great deal more needs to be learned about the mobility of the Canadian labour force. However, this should not impede prompt use of immigration to meet shortages within regions, whether these shortages be for skilled, semi-skilled or unskilled workers and admission standards should be designed accordingly.

10. Common to all five major regions of Canada, is a sixth region—the northern frontier. This region offers a contemporary challenge equivalent to that offered by the western frontier during Canada's first century in terms of distance, remoteness, resource potential and opportunities. There are unique problems to this region especially with respect to willingness of manpower to accept the challenge. All too frequently, native Canadians are unwilling to face the particular demands of this area, whereas immigrants seek the

kind of opportunities offered. Without immigrants who pioneered Canada's frontier areas, cutting timber, mining, building hydro projects and transportation facilities, and carrying out work essential to the exploitation of our remote resources, our progress to date would have been hampered. Without immigrants, future major development will be slow and costly.

11. The White Paper points out the decline of the western frontier but ignores the great new northern frontier (page 8 of the White Paper):

We do not have a frontier open to new agricultural settlements. Our people are moving off the land, not on to it. We are not a country of virgin lands and forests waiting to be settled by anyone with a strong back and a venturesome spirit.

Paragraph 12:

12. The Economic Council of Canada is concerned about this new frontier visited the Canadian North last summer, reporting on the trip and its conclusions in its Third Annual Review. The Economic Council noted the special manpower implications of northern settlement (page 262):

The second problem...will require imaginative approaches and special efforts to deal with the particular difficulties of living and working on a permanent basis under northern conditions. This is not just a matter of overcoming a relatively inhospitable climate and supplying the conventional amenities, but even more of providing the kinds of advanced services and the social environment which will help to alleviate a sense of isolation from the advantages of modern urban life. Unless these difficulties can be resolved, it is hard to see how the human resources and human skills necessary for productive development can be attracted and successfully held in the new communities of the North.

13. While the Economic Council is concerned primarily with the far north of the Yukon and the Northwest Territories, the problems are nearly as serious in the "near north", the area just beyond our southern fringe settlement along the United States border. The primary industries in these areas are experiencing serious difficulties in recruiting and retaining miners, pulp cutters and other manpower, primarily because of the problems

of remoteness to major centres and in some cases lack of full urban amenities and services. These shortages will be increased by new developments. For example, in Manitoba's northern frontier there will be a \$1 billion Nelson Hydro power project, a new Reinvestment by the International Nickel Co., a \$100 million mining development, a gigantic new forest product development. These expansions occurring over the next few years will require large numbers of people in unskilled and semi-skilled capacities, both for construction and operation. These represent continuing employment needs and there is no evidence that they can be filled from existing Canadian sources.

On page 17, paragraph 15:

15. A further aspect of immigration policy relevant for balanced regional growth which has not been recognized in the past and which does not appear to be provided for in the White Paper is the pattern of immigration distribution among the various regions. During the post war period, there has been an uneven distribution of immigrants which has tended to accentuate and aggravate general population and development trends and labour force shortages rather than to alleviate them. This distribution is attributable to the disparity in general economic growth among the various regions of Canada, a diversion of immigrants enroute, a lack of knowledge of Canada and its constituent regions, different regional climates and the multiplier effect of the sponsorship program.

Had Manitoba, for example, received a proportionate share of immigrants, it would have had an extra 10,000 immigrants over the past five years, more than half again the number actually received. A demand has existed and still exists for certain labour requirements which could be filled by immigration but failure to use immigration as a device to meet these needs is impeding our growth, causing further regional imbalance.

16. We urge the Committee to consider the importance of balanced regional growth to Canada's economic expansion and the effect which immigration policy and programs can have if used aggressively and I repeat, if used aggressively as an instrument to encourage development in less favoured regions.

VI. Immigration and Manitoba's Labour Requirements

1. The Manitoba Government has taken unique and positive action towards seeking accelerated economic growth in the province. In 1961 it invited forty-two citizens representing labour, primary production, industry and education, professions and government to form a "Committee on Manitoba's Economic Future" referred to as (COMEF).

Paragraph 2:

2. COMEF said that "Manitoba can play a bigger role in Canada's economy", and that "the Province has potential that can be developed". Manitoba government, management and labour are working actively toward achieving maximum growth potential for the province but we require the full assistance of the Federal government if we are to achieve success.

Paragraph 4:

4. The Committee set forth as its target a program for the full employment of the labour force and for retaining the natural increase in population. An attempt was made to define this supply aspect in quantitative terms and at the same time the manpower requirements for each economic sector were projected. It was concluded, with certain qualifications, that appropriate programs of action could realize the desired rate of job increase.

5. The COMEF employment projections indicate a heavy demand for manpower in the primary mining, forestry and clothing and textile sectors, and, in personal service industries. Many of the occupations in these growth industries require large numbers of semi-skilled and unskilled personnel.

● (10.10 a.m.)

On page 20

This long range forecast points to a substantial demand for semiskilled and unskilled workers for some years to come.

6. However, while the demand estimates still appear relatively valid, realization of the supply side has been hampered by three major problems: Manitoba has not received its fair share of immigrants coming to Canada; there has been in prosperous periods a high net out-migration to other provinces; and, there tends to be an inherent inflexibility in

labour mobility from one industry to another, from one area to another, or from one skill to another. The result is an immediate shortage of labour in certain industries and areas.

7. With respect to out-migration, the Manitoba Economic Consultative Board studied the problem and reported on it in its Third Annual Report. The magnitude of the problem is indicated by the fact that in each of the past 15 years, Manitoba has experienced an out-migration ranging from a low of 900 in 1959 to a high of 12,300 in 1965. A highly significant finding was that the degree of out-migration varies with the state of buoyancy of the national economy. The fact of out-migration is not unique to Manitoba but is a historic characteristic of the whole midwest of the North American continent, the upper midwest United States suffered an average loss to other regions of about 40,000 people annually from 1955 to 1960. Immigration can help compensate for such an outflow from Manitoba and jobs are waiting to be filled.

8. Another significant finding in the Board's Report is as follows (page 35), and I quote this is from the Manitoba Economic Consultants Board Report:

In assessing the over-all effect of migration on skills, it must be recognized that by far the largest part of migration takes place outside of the professions and the skilled trades. Indeed, studies have suggested that the most mobile element in the population outside of the professions are people employed in unskilled service occupations. While no definite over-all assessment may be made at this stage, it would appear that when migration is approximately in balance, Manitoba probably gains as much in terms of skills as it loses. Problems in skill losses seem likely to arise only when net out-migration becomes very heavy.

This leads to the conclusion that a demand for semi-skilled and unskilled labour has occurred across Canada, but because of the out-migration from Manitoba during the recent period of prosperity, a shortage has been manifested first in this province. Historic experience indicates that this migration flow does not reverse itself in times of lesser prosperity since semi-skilled or unskilled workers tend not to move under these circumstances.

9. There are limitations to the hope that existing pools of unskilled and semi-skilled workers elsewhere in Canada can meet

Manitoba's immediate and medium term requirements. In many cases, because of a complex of economic and social factors these people view their specific job, industry or location as a way of life and are not prepared to change. A good example is coal mining in the Atlantic Provinces where the Federal Government has found it necessary to subsidize this industry because of the reluctance of the workers to change jobs or relocate. For this reason, statistics showing the number of semi-skilled or unskilled workers available or unemployed do not reflect the number of such workers who are actually prepared to change jobs or relocate.

10. As a result of an imbalance between labour demand and supply, Manitoba's short range and long range economic growth is being impeded. Manitoba, like each province and region of Canada, has as we have tried to emphasize, a unique labour demand mix and, as a result of its strong mining industry, large garment industry, high proportion of small firms and other special elements, it now has and in future is likely to continue to have a strong demand for unskilled and semi-skilled labour.

12. Manitoba has established a provincial immigration program under the Department of Industry and Commerce to complement and supplement the Federal program and has created a Youth and Manpower Agency within the Manitoba Development Authority (a committee of the Cabinet chaired by the Premier) to monitor, guide and co-ordinate broad manpower requirements and training. Increased classroom and in-plant training programs sponsored jointly by the Federal and Provincial Governments and certain industries are moving to provide more workers but the shortages persist.

13. The mining industry in Manitoba has undergone a rapid expansion in recent years and a rapid increase in manpower requirements has resulted. Concurrently, the supply of miners and related labourers has not shown the same rate of increase. Active recruiting programs on the part of the mining companies and Canada Manpower Centre have failed to develop an adequate supply. The wages and working and living conditions are attractive but the basic nature of the work, the remoteness and the lack of full urban amenities make mining less attractive than alternative employment. The result is a current shortage of some 2,000 mining industry workers in Manitoba. Of this total requirement, some 60 percent is for unskilled and some 20 percent for semi-skilled workers.

Paragraph 14:

14. A few immigrants have been hired but most prospective immigrant miners do not meet the current educational standards of the Department of Manpower and Immigration. Industry sources report that only about 15 per cent of present Canadian miners have Grade 8 education or better, the balance being below Grade 8. This would indicate that a high level of education is not essential for successful employment in the mining industry. The selection of immigrants on lower educational criteria, therefore, appears warranted. Ability to succeed as evidenced by work history, latent intelligence and skills and motivation should result in a suitable labour force to meet the immediate shortage and to provide a basis for longer range needs.

Page 25, paragraph 17.

17. The garment industry represents another unique labour shortage situation. The Manitoba garment industry is one of the major employers in the Province and, is a well established industry in our economy. It is one of the largest employers in the manufacturing industry and ranks amongst the highest in value of output. According to the COMEF report, industry trends and potential indicate a possible doubling of employment in the industry between 1962 and 1975. Sales increases and potential sales to date confirm this trend. Export sales potential is excellent.

Going down to the second last sentence of that paragraph:

The industry has attempted to augment its labour force through in-plant training and through re-location to rural communities in order to utilize local labour. The labour shortage, however, remains acute and persists.

Paragraph 18:

18. Labour shortages similar to those of the mining and garment industries are developing to lesser degrees in other industries with an underlying trend indicating a continuation of such problems. Within the national population and labour force context, Manitoba's immigration requirements are not large but they are vitally important to Manitoba. A few thousand jobs in key areas can have a significant influence on the Province's rate of growth and development.

19. The question as to how these manpower shortages should be met and how immigrants can be attracted is real, vital and immediate.

General, theoretical arguments concerning possible mobility or retraining within Canada cannot be substituted for immediate action. A pragmatic approach is essential as the failure to produce suitable employees for unfilled jobs results in a substantial economic loss to investors, the provincial and national economies and all levels of government. All the ramifications are difficult to quantify but rough, conservative calculations indicate that the failure to fill some 3,500 mining, garment and other industry jobs requested over the next two years will result in a total loss of some 7,500 jobs, lost population increase in the order of 28,000 persons, lost payrolls of more than \$17 million annually, lost gross industry sales of \$68 million, and lost export revenue of \$38 million not to mention lost capital investments, lost government revenue and foregone savings in per capita costs for all levels of government activity.

20. We are not talking of theory and possibilities but of dollars and cents and human betterment. Manitoba wants to grow. We have opportunities and we can play an increasing role in Canada's development. But we have a need for manpower which our present provincial regional and national labour force cannot satisfy and which is not being met and will not be met through immigration under the Federal government's existing and proposed policies and programs.

VII. Recommendations

1. We submit for your consideration the following recommendations respecting our national immigration policy which we believe to be in both the long range and short range national interest:

Recommendation 1—National immigration policy is sufficiently flexible to meet the needs of each region and province. Programs should be specifically designed to help overcome regional disparities.

2. We firmly believe that balanced regional growth is essential to the future development and economic well-being of Canada. Manitoba urges adoption of a policy that realizes that national needs are the sum of regional needs, not something apart from them.

3. Each region has its own mix of labour requirements based on its potential and objectives. National manpower and immigration policies must recognize these different needs. Failure to do so will further aggravate regional imbalance.

4. Every effort should be made to achieve flexibility in immigration policy so that action may be taken to actively encourage greater equality between regions. Only in this way can we avoid the detrimental effect on one region of policies designed to meet the needs of other regions.

Recommendation 2—Critical labour shortages cannot be met because of existing immigration rules. Procedures should be established immediately which will permit prompt immigration action to overcome existing and future persistent labour shortages.

5. An unfilled job represents an economic loss to almost every sector of our economy and an accumulation of such vacancies can be detrimental to a firm, an industry, a province and the nation.

6. The federal immigration standards should be so framed that regardless of whether an industry shortage requires highly skilled, semi-skilled or unskilled workers; it should be possible to fill such a shortage through immigration without requiring a series of protracted Federal-Provincial-Industry negotiations. So long as the employment needs represent permanent positions, and so long as the shortage cannot be filled from Canadian sources promptly, immigration should be permitted automatically, regardless of education or skill level. There should be clearly defined procedures pursuant to broad, flexible policies and programs which would permit action, preferably at the Regional Canada Manpower Centre level, to anticipate and overcome persistent job shortages such as have developed in the Manitoba mining and garment industries. Extended negotiations, and cost-shared programs should not be required.

Recommendation 3—Proposed immigration policy will hamper "frontier" development. Special programs should be created to help encourage frontier development.

7. The Economic Council of Canada has pointed out the challenge of the North and the unique manpower problem which it presents. For both the "far North" and the "near North", consideration should be given to special and imaginative approaches to immigration policies. The challenge of developing our frontier areas requires people with "a venturesome spirit".

8. Although the extent of experience has been limited by existing manpower policies, immigrants have proven successful in meeting the needs for frontier development. A fresh approach to the whole manpower question in such areas should be considered with particular emphasis on immigration policies and programs.

Recommendation 4—Planning should examine special needs of particular industries and areas. Federal-Provincial liaison on manpower and immigration problems should be continued and strengthened. Action should be initiated immediately on a detailed industry by industry analysis of long-term provincial as well as regional manpower needs.

9. Past experience has proven the benefit of joint Federal-Provincial action on manpower as well as other problems and the dynamic challenge of our manpower needs requires greater emphasis on this area. Also essential to success is government-management and labour co-operation.

10. A detailed analysis is needed immediately for each region, for each province and for each industry to determine long term manpower requirements. The opportunities and unique problems of each region must be studied and a detailed knowledge obtained of industry growth patterns and concomitant occupational requirements.

11. There must be precise knowledge about the actual, specific skill requirements for jobs in each industry. In many industry situations workers are over-skilled for the total job to be done and in other cases, greater productivity could be achieved through transferring less skill-demanding aspects of a job to less skilled workers. Thus, while productivity may often be said to require more skills, in many cases less skills are required. Skilled workers are generally not well adapted to highly repetitive, routine jobs and unskilled or semi-skilled workers are frequently better suited and more productive over the long term in this type of work.

Recommendation 5—Rigid admission standards based primarily on education are unrealistic and do not meet needs of the economy. They are discriminatory rather than expansionist. Education and skill admission standards should be revised to take account of the immigrant's aptitude and potential.

12. To meet the labour requirements of each of Canada's regions, consideration should be given to the revision of the education and skill admission requirements. The major reasons are the value of other criteria in determining employment ability and citizenship potential; the unequal regional impact of national standards; the increasing competition for skilled and educated manpower; and the effect of discriminatory implications which may cause resentment in some countries.

13. The White Paper states (page 9):

Continuing technological change will create new occupations, re-shape many existing jobs, and cause some types of work to become obsolete. This process will offer new opportunities to many workers, but will also result in the involuntary displacement of others. The unproductive worker, exposed to unemployment, will be the under-educated one who lacks capacity for learning new, and more complex skills.

This is the philosophy behind the "skill and education" requirement in the White Paper. However, it is not correct to assume that the worker who lacks a high level of formal education, automatically lacks the capacity and I repeat, the capacity for learning. He may merely have lacked the opportunity.

14. In Manitoba, when we look at the type of people who settled and built our province in the past, formal education was not the same thing as aptitude and adaptability. Intelligence, aptitude and adaptability can all be tested by other means, and we feel the Federal policy is mistaken in not using these methods instead of the education level.

• (10.25 a.m.)

15. More flexibility should be introduced into the use of educational standards as criteria in determining the immediate and long run suitability of immigrants. Initiative and latent intelligence and skills should be given cognizance since the educational systems of many source countries are not comparable to our own and since characteristics other than education can be more important in determining fundamental ability as a base for training and re-training and for citizenship potential.

16. The policy in the White Paper is stated to be non-discriminatory. It is, insofar as it eliminates racial and geographic barriers to immigration. But, it does discriminate against the very type of people who built this country.

To state that the Canadian frontier has disappeared and that the willing, hard-working type of person who developed that frontier is no longer needed is not in accord with the facts. Manitoba's future is based on her northern frontier, and her future welfare, as it has always been, is based on the people who come here from all walks of life. The present generation of educated people in Canada are in many cases the sons and daughters of men who came here and built this country with their sweat and their hands. These men and women came to Canada, not with formal training, but with the courage and determination to make a good life here for themselves and their children. Canada still needs people like this.

17. The White Paper policy is purported to be expansionistic. But a policy that excludes people with lower education and skills is not facing world realities. If Canada needs immigrants, and she does, she is recruiting in a world where skilled people are in demand in every country. Other countries are trying to retain their skilled people or to recruit skilled people themselves. In limiting our immigration policy by unrealistic standards, we are not going to expand immigration; we are simply cutting out our best source of supply—the semi-skilled.

18. The discriminatory aspect extends beyond Canada. A highly selective immigration policy creates resentment in many source countries and, as a result, they may discourage or impede recruitment activities for the higher skills.

19. There will be increasingly severe competition for the educated and skilled immigrants which Canada is seeking, such competition resulting from an international demand for these people in their own countries, other countries on their continent and other high skill-seeking and immigrant-desirous countries such as New Zealand, Australia and the United States. Canada's position vis-à-vis many of these countries is not entirely advantageous in terms of such factors as income, living conditions, technological advancement and political stability and we are likely to find increasing difficulty in recruiting.

VII. Conclusions

This submission of the province of Manitoba has outlined our views and recommendations on the role which immigration can play in national economic development,

the need for balanced regional growth in national economic development, the implications of the white paper proposals for balanced regional growth and some of Manitoba's major manpower problems and recommendations regarding formulation of our national immigration policy. While our views are, of course, and properly so, based on considerations of regional and local problems within the national context, we believe that they pertain to many other regions and localities in Canada. It is our view, therefore, that the recommendations presented will serve to strengthen Canada's immigration policies and programs and thus expedite the nation's growth through its manpower resources.

We believe that Canada's second century is as full of challenges and opportunities as her first. We further believe that we must meet these challenges confidently and seize the opportunities boldly if we are to achieve our full national and international potential. We in Manitoba look forward to participating in Canada's exciting future with full confidence in our people, our resources and our ability to meet the challenges. Interprovincial and federal-provincial co-operation and co-ordination will be necessary to assure that all regions participate fully in this growth and we are prepared to make every effort to assure Manitoba's active participation and support.

The Co-Chairman Mr. Klein: Before opening this meeting to questions, are there any gentlemen of your Committee who want to say a word, or should we proceed immediately to the questioning of the witnesses?

The Co-Chairman Mr. Langlois: I think we should proceed with the questioning.

The Co-Chairman Mr. Klein: At this moment I have a list of gentlemen in the following order: Mr. Orlikow, Mr. Roxburgh, Mr. Munro—

Mr. Orlikow: Mr. Chairman, I think I shall begin by saying that some of the basic principles that this petition has enunciated are very similar to the questions, objections and criticisms which a number of members on this Committee from all parties, myself included, have expressed with respect to the principles enunciated in the White Paper. At the same time, the residents of the province of Manitoba and I, as a representative of the province of Manitoba, cannot help but feel that a good deal of the troubles in the province that this brief outlines are caused by certain conditions in the province which, and I think

I can bring this out in the questioning, cannot really be solved even if the White Paper were to be amended along the lines suggested. It is along these lines that I would like to conduct my questioning. Mr. Chairman, I do not know what procedure you want to follow with regard to the length of time that any one member can ask questions, but whatever it is, it will be acceptable to me. When my time is up perhaps you just indicate, Mr. Chairman, and I will end my questioning.

The Co-Chairman Mr. Klein: I think, if I remember correctly, we were going to try to limit the questioning to 15 minutes per individual and then, perhaps, if there was time, come back to the individual if necessary.

Mr. Aiken: Mr. Chairman, I should like to say just before Mr. Orlikow starts that I hope from the tone of his questions that this does not develop into an internal Manitoba debate because the brief, I think, was presented on a national basis. Although there may be some reason why Mr. Orlikow may think there are special problems in Manitoba, I hope he does not go too far.

Mr. Orlikow: Mr. Chairman, I will use Manitoba as an illustration as does the brief. The problems of Manitoba are no different from the problems of Saskatchewan or, let us say, the maritimes. The bulk of the immigration to this country has been to Ontario and Quebec and, to a lesser extent, to British Columbia and I think the questions we have to ask ourselves—why is this so and is there anything that can be done to change it. Mr. Chairman, I should like to refer to page 20 of the brief where it deals with the out-migration of people from the province of Manitoba and briefly, at the bottom of the page, it says:

—Manitoba has experienced an out-migration ranging from a low of 900 in 1959 to a high of 12,300 in 1965.

The brief points out that the out-migration gets higher as economic conditions improve. I should like to ask Mr. Spivak whether the key to this is the fact that the wage rates in the province of Manitoba are substantially less than they are in the industrialized parts of the country? I do not have the statistics here, but, speaking from memory, a list of the average wage rates of the 50 largest cities in Canada indicates that Winnipeg, which is the highest paying area in the province, is somewhere between 45 and 50. This being the case, is this not one of the principal reasons for this out-migration?

Mr. Spivak: Let me make one statement, Mr. Orlikow. The statistics you are referring to indicate the average wage rates per city. With respect to those same statistics, Edmonton dropped 16 places from where it was the previous year. I think those who live in the west will agree with me that Edmonton right now is booming and that if Edmonton dropped 16 places on that statistical list, there must be some reason or justification for it which has to do with the manner in which this information was compiled. We must accept a couple of things. Manitoba, which is an economy in transition, has not reached the degree of sophistication in its industrialization of other areas and it does not have the highly mechanized industries nor the heavy industries. We are essentially an agricultural community that has now achieved industrialization in the 20th century. We are a province made up of service industries, a wholesaling industry which acts as a wholesaler not just for the province of Manitoba but for all of western Canada and in our manufacturing we have smaller plants, not larger ones. We are just developing into a cosmopolitan sophisticated community. As a result if we are going to take averages in this transition period, which is what you are referring to we will find that our mix is entirely different from the mix in Ontario or the mix in other areas and, therefore, by comparison, the wage scales in terms of averages are lower. However, you have to understand the mix of industries and service industries that are involved within the province to make the true comparison that has to be made. One of the problems we have in terms of buoyancy of the economy when the economy is at its high stage, as it is now, is the fact that the past generation of young people born in the province of Manitoba, because of the failure of the educational system to train them properly in the vocations and the skills they require to enable them to meet the challenges of the sixties and the approaching seventies, have only had an elementary education and are not at this stage capable of entering into the skilled area. When they move to other areas they receive by comparison to Manitoba because of the sophistication of an industry what may appear to be a higher wage although in all probability when you relate cost of living I am not so sure that it is higher.

The net out-migration we were referring to consists of the population that has moved out of the province and the population that has moved into the province. Thus, if we have a

12,000 out-migration we could, and I think this will bear checking, have a situation where we would have 35,000 people leaving and 23,000 people coming. Therefore, the point is that we still have people coming into Manitoba. From our point of view, immigration as an instrument of economic policy can fill this void. We know we have a problem of climate. I am the first to admit to everyone that this is the case. We know our young people will look to other opportunities because of climatic conditions. We accept this, but at the same time we also know, based on our history, that immigrants came into Manitoba from other areas and, notwithstanding the fact that there were other regions offering them better situations, better employment conditions and better wages still stayed, made their homes and their own lives in our province. We are firmly of the opinion that if immigration is continued the people coming into our province will stay and add to the sustaining of the momentum of our economic growth, and their contributions will be of immense benefit.

Mr. Orlikow: You do not have to argue with me about the benefits of immigration to this country or, in particular, to the province of Manitoba, to Winnipeg or to my own constituency which is a constituency of immigrants. I detect an emphasis here that immigration will cause problems and I wonder whether part of the problem may be in the hands of the people and the government of Manitoba to slow down this outflow by taking the necessary steps.

Mr. Spivak: Mr. Orlikow, what necessary steps?

Mr. Orlikow: One of them I have already stated is the question of wage rates which should be comparable to—

Mr. Spivak: Mr. Orlikow, let me suggest something to you. I believe in Manitoba we have the lowest unemployment rate in Canada, possibly next to Saskatchewan. I understand the prairies have the lowest unemployment rate. Wages are a matter of negotiation between labour and management. At a time when the economy is buoyant as it is today and at a time when there are fantastic demands on manufacturing, it would appear to me that labour would be in the best position to negotiate its wage level. If in fact, in your opinion, the wage levels are lower, then I suggest to you that labour has not done its job. However, the truth of the matter is that labour has done its job. The wage levels are

not lower. The point that you continually ignore and, I suggest, others of similar political faith ignore is the fact that the mix of industry is not the same as in a highly sophisticated community such as in Ontario and in other areas and that in doing this you also ignore the fact that historically we have developed a large service industry. We have an agriculture industry and we have only recently developed the mining and resource industries which are higher paying industries and which, I suggest, in a few years will average us up to a point where you will not be able to make the statement you have made.

Mr. Orlikow: Mr. Chairman, I was not suggesting for a moment that anybody deliberately set out to keep wages down, nor was I suggesting that labour was not doing a job. One of the ways people can get around low wages—I am not speaking of the union but of the individual worker—is to leave. If the construction worker can make \$1 an hour more working on the Peace River dam or on some other northern British Columbia or Alberta construction project he is not going to stay on the Churchill damsite or the Nelson damsite, he is going to go to northern British Columbia. I wonder, Mr. Chairman, if Mr. Spivak can give us some more detailed information than he has on the breakdown. He mentioned a shortage of 3,500 workers in the mining and garment industries. Can you give us a breakdown by industry on where those 3,500 workers would fit in if you had them?

Mr. Spivak: Well, we know that 2,000 would fit in immediately into the mining industry and we know that 1,500 would fit into the garment industry. We have approximately 1,000 machines that are idle in Manitoba right today. We have a thousand garment machines that are idle today.

Mr. Orlikow: In mining, where are the shortages, in what areas?

Mr. Spivak: In the area of Thompson and Lynn Lake.

Mr. Orlikow: Mr. Chairman, I would like to ask Mr. Spivak a question with regard to the wage rate. At Thompson and Lynn Lake it is exceptionally good compared with anything in Canada. But I understand, I have been there and I am sure Mr. Spivak will know also, that one of the biggest complaints of people who go there—you have a tremendous movement both in and out; there are as many people moving out as there are moving in at any time, I understand—is the lack of and the cost

of housing accommodation. Even though the wage rate is very high, by the time the ordinary worker pays for his rent and fuel—and the fuel year in Thompson, Manitoba is a lot longer than it is in Ottawa, Ontario—the annual wage which looked very good on paper simply evaporates. Has the government of Manitoba been made aware of this situation? If so, has it done anything to overcome it?

Mr. Spivak: Mr. Orlikow, you certainly just proved our point. You have indicated that in fact the pay rate is as high as in any other place in Canada; but you are suggesting there are other reasons why others are not coming. Our point is that if in effect there is mobility of a labour force—and this is something that will take many, many years to prove properly because manpower is really only in its infancy in terms of its regional organization development—we cannot wait until it is determined what motivates people to move and what inducements, if any, have to be offered to ensure mobility. We simply suggest to you that immigration is an answer. We require miners up north. It is not because miners are leaving the north; it is because expansion has occurred and we need miners up north. I know from my personal trip overseas and from interviews with the federal directors in western Europe and in Paris that there are miners available in the northern part of France. That they will, in fact, come to Canada. They do not have the skill and educational requirements, but these are people who are available today and all we have to do is simply open up our doors and we will fill the north with people who are prepared, who are experienced, who have been displaced from their own homes and are prepared now to try and make a new life. All we have to do is bring them into our area. I am suggesting if they were coming that I am sure we would have the housing built to house them.

Mr. Orlikow: There is lots of them built. The last time I was in Thompson I was told there are three shifts there: one shift working, one coming and one going. That may be an oversimplification but this is what I have been told. I am told that nothing has changed and when it costs over \$200 a month to rent a four room apartment and to heat it, it brings it closer to \$225 a month and it takes away a good deal of the incentive to go there and stay there. I am just wondering if the Government of Manitoba has discussed with that very small and poor company, International Nickel Company, the possibility and advisa-

bility of their investing some money in making housing easier and more attractive for people to stay?

Mr. Brand: Who owns the housing accommodation?

Mr. Orlikow: Free enterprise.

Mr. Brand: Not the mining interests?

Mr. Orlikow: Has the province of Manitoba discussed this situation with the company? I know the union has made representations frequently.

Mr. Spivak: I am advised that the International Nickel Company are now dealing with various developers for expansion of the facilities at Thompson, not only to meet the requirements of the labour force coming in but the anticipated requirements. While we have indicated a shortage of 2,000 it is our belief based on our industrial survey—we know that manpower has in turn made a survey and although we do not know the exact results we have an indication of what it will show—that within the next two or three years we will require close to 7,500 new miners in northern Manitoba.

Mr. Orlikow: If all the company is doing is making arrangements with developers to build houses, which because of the terrain and the climate are very expensive, for people to go into them as they go in anywhere else, to pay the cost of rent or purchase and the cost of heating, and if the company is not prepared to do anything to help bring those costs down, the difficulties are going to continue and you are going to have that continued flow in, which you have had, but flow out almost as quickly as you have a flow in.

Mr. Spivak: It is my suggestion, Mr. Orlikow, that if the immigration regulations are relaxed, in a matter of weeks, as suggested in our brief, we will bring the immigrants in who will, in fact, come to northern Manitoba and will stay and will be prepared to make their life there, and we will not have the movement we have now. Unfortunately we have, as we have indicated, almost full employment and we are always going to have mobility at the low end of the employment scale. People who because they are necessarily in that position will be moving from one industry to another. They may be in the mining for a while and they may move somewhere else. We are always going to have this but the requirements on the long term will be met, we

believe, by immigration. I am also sure that private enterprise, in this case the International Nickel Company, will do all the things that are necessary to ensure that the labour force stays in the northern area because their activities will be drastically curtailed if in fact the labour force is not there.

Mr. Orlikow: Mr. Chairman, I know my time is up but I would like to pose one question which Mr. Spivak might answer briefly now and I might come back to it at a later time. Mr. Chairman, I know you will understand what is back of this question. I would like to ask Mr. Spivak whether the shortage in the garment industry is not peculiar to the province of Manitoba. We have the same shortages in Ontario and in Quebec. These are the three big garment industry centres. Is not the shortage due to the fact—I am not being critical of either labour or management—that in our expanding economy the wage rates which are paid in that industry have fallen very substantially behind the wage rates paid in other industries which are much more highly mechanized and labour intensive. There really is no solution to this problem?

Mr. Spivak: Mr. Chairman, this is not an entirely correct statement. The industry employs more people now than it ever has in its history. It is continuing to increase its employment. The industry has been successful in opening new markets and the expansion of this industry has resulted in a new demand for new people. They are not available.

Mr. Orlikow: But why are people not available for this industry?

Mr. Spivak: Because we have a shortage.

Mr. Ryan: Mr. Chairman, I have a supplementary. In fact is it not true that a lot of immigrants' wives are employed in the garment industry and are very helpful?

Mr. Spivak: I think it is true over the history of the industry that many immigrant's wives have, in fact, been employed and naturally are drawn to this industry because they usually have some skill. I say "skill" although there are others who will say this is not a skill. They have some skill with a machine.

The Co-Chairman Mr. Klein: On that point I might mention to you a study made in the United States. Workers in the garment industry in the United States today, for example, are all Puerto Ricans; whereas, in previous eras they might have been Italian, Greek,

Jewish, and so forth. But, the history is that each wave of immigration that comes into a country pushes up the previous wave and this is what is happening all the time, so immigration, actually we might say, increases the standard of living of the nation it comes into because it pushes the rest of the nation up.

Mr. Roxburgh: Mr. Chairman, I am not a representative from Manitoba but I am on the government side of the house. I just wanted to make that clear because I think what I have to say may surprise the minister. After dealing with the White Paper backed, of course, by the Department of Manpower and Immigration—I think I speak pretty well for all of them in this regard—most impractical attitude to the over-all picture of immigration, this submission comes as a revelation to members of the Committee. I will be quite frank. To me, and I am sure to every member of this committee, it is in fact the most practical thinking and factual submission we have had and it is going to strengthen greatly the hands of this committee. The thinking behind this brief and the thinking of this Committee—and I have been at every meeting except one—goes hand in hand. Let us, on this Committee, no matter what our political affiliation may be, take this. If it is put to every member I am sure he will agree that it goes hand in hand with the thinking of this Committee.

Now, Mr. Minister, do not think it goes necessarily hand in hand with the Department of Manpower and Immigration. I am talking about this Committee. I do want to congratulate you, your department and the government of Manitoba on bringing to this Committee a practical, factual, thinking program, which I am sure we will back. The over-all picture just does not apply to Manitoba alone, which I know you realize, but it applies right from the east coast to the west coast. Again, I want to congratulate you on behalf of us all and for once Jack Roxburgh is not asking questions because, I will be quite frank with you, I cannot see any questions to ask. Thank you.

Mr. Munro: Mr. Chairman, I think that some of the problems that concern us most is this regional type of immigration that you seem to be calling for. This theme is recurrent throughout your brief. You indicate there is a labour shortage in certain key areas in your province, and the basic underlying weight of your brief suggests that immigration is one of the key governmental policies that should be adopted in order to correct this labour short-

age. Now, why do you think that immigrants would go to say, Thompson, into the mining industry or the garment industry as distinct from unskilled Canadians who may have arrived here ten years ago, or were born here? Why would they be motivated to go there to any greater extent than the present unskilled workers in Canada, some of whom may be unemployed.

• (10.55 a.m.)

Mr. Spivak: Let me explain. We have indicated to you that we do not think there has been enough study to understand the reasons for motivation for mobility of the labour force. We simply know that there are miners available who will not move to Manitoba from the Atlantic provinces. They have been solicited; pools of recruiting teams have gone out there and they are not prepared to move.

If I may, let me explain practically how I can conceive the Department of Manpower and Immigration would operate in this situation, under our plan. The regional office of Manpower has been given the responsibility of determining manpower requirements, and they would determine that miners are needed up north. They would, then, look across Canada to find whether these miners are available and they would solicit across Canada to determine whether there is mobility and whether these needs can be met. If they cannot be met, they would then go out to the world market and would find the immigrants who are prepared to come into Manitoba. They would base their decision on whether these people would come or not on their ability, their aptitude, their intelligence and their adaptability. If it meant that we were going to hire people who had a grade six education, if they met all these requirements, then they would come in.

The point being that the labour shortage determined by the regional office would be met either within Canada or from outside of Canada and the office itself would be charged with the responsibility of finding the work force. This is the simple solution. The first attempt would be within Canada but if there is no mobility and we know that in this case there is not—and they would find this out promptly, this is the other factor—there would not be the kind of protracted delay there is now with additional studies and additional determinations when all you have to do is go up there and see that they are needed and we know, based on the history of what has taken place not only in northern Manitoba

but in the other parts of northern Ontario and in other areas where the mining industries are suffering the same situation exactly, that if the labour force is not obtainable in Canada, then they go outside and simply find it.

Mr. Munro: Mr. Spivak, if there are people who are going up there and are working in a garment industry and leave to go to other parts of Canada, what makes you think that if we brought in, say, X number of unskilled workers from abroad they would not do the same thing in a short time?

Mr. Spivak: There is no guarantee of this, but I would suggest to you that we had a similar experience when the west was populated. There was no reason for the people who populated the west to stay in the west. The climate was against them; the other areas offered them opportunities; there was some mobility and some of them, in fact, left. We are happy to point out that many Manitobans who have left our province are the heads of the major corporations in Canada and this will continue on and on and on. But we feel, and I think there is reason to believe, based on the past history, that we will retain the larger portion of the immigrants who will be prepared to come into Canada and into Manitoba to make a new life. They will be prepared, on that basis, to settle down, adjust, adapt and fashion a life for themselves.

Mr. Munro: There is considerable evidence, and I am sure most of the members of the Committee would agree with this, that one of the prime considerations we have in trying to work out a satisfactory immigration policy is to acknowledge the close family ties that many recent Canadians have toward their loved ones in other countries and their very sincere desire to bring their relatives over here and have those close family ties exist in Canada. We know that the great bulk of our immigration is coming into the major urban areas of Toronto and Hamilton. Since the nucleus is there now, there is going to be a pull for all the relatives to go to the same area. Naturally, this is to be expected. It seems to me that you have to have a policy that is going to counteract this pull and until you have one, I am suggesting that you could have all the immigration you want but if what you are considering—and your brief suggests some very good schemes and condemns discrimination—but if, in fact, what you are suggesting is that you want immigration to Canada so you can put them into an area that is not exactly attractive to all other Canadi-

ans, then this is a sort of discrimination in reverse, is it not?

• (11.00 a.m.)

Mr. Spivak: Let me deal with a number of things. First of all, Manitoba has as diverse an ethnic background as any province, I think, in this country. We are made up of different ethnic backgrounds and I see nothing that would indicate a pull away from our province. We simply have not had a proper proportion of immigrants and if we had, I think we would have developed. In the same way we would have been able to meet our immediate needs, in any case.

Secondly, we are not suggesting to you that we are trying to locate people in our northern frontier to take advantage of placing them there. We simply are suggesting to you that there are a number of people in the world who want to come to Canada, who are experienced both in living up north and in the mining areas and who are quite prepared to make their lives up in that area. We know this from the investigations we have made. The Director of Immigration and myself have been overseas; we have visited our federal offices in western Europe and in the United Kingdom; we have spoken to, I would think, about 20 directors of the federal Department of Manpower and Immigration overseas; we have visited the offices; we have watched the people being interviewed; we have looked at the applications and we have looked at the applications which have been rejected. I can suggest to you that I have seen hundreds of applications from people who were rejected who would be both qualified and would want to live up in the northern area because this has been their experience. From our point of view, they would make the kind of contribution we need. I am not suggesting that we are necessarily going to take someone who is inexperienced and put him up north. There are a number of people available who do not qualify under the skill and educational requirements today who are experienced enough, who are semi-skilled and would qualify to live up in a northern area.

Mr. Munro: Mr. Spivak, I have been connected in one way or another with immigration for four years, since I have been a member, and I come from, perhaps, one of the most—it certainly has to rank as one of the most—cosmopolitan constituencies in Canada. One of my jobs has always been, as a member, to do whatever I can in a small way to

facilitate Canadians of various racial stock in their desire to bring their relatives to Canada. I can say, almost without exception in this experience of mine for four or five years, that there has been very little desire, in fact a non-existent desire, on the part of the Canadians who wish to bring their relatives here and on the part of the proposed immigrants who come here, to go up to the north country and to northern Manitoba. They want to join their relatives and make a life in the urban areas and this is exactly what has happened.

You are asking me to set aside my daily experience of four years and to accept a statement of yours which I have found through constant daily experience is not operative. I find this hard to accept. I am suggesting to you that if you want regional immigration that is a different thing from talking about immigration in total. If you want regional immigration, surely you are going to have to provide incentives, either the provincial government or the federal government,—perhaps there is an obligation on both and perhaps on the International Nickel Company, too—to provide some sort of incentives that are going to attract immigrants there, make them want to go there and once they are there, they will stay. Just to talk in terms of, let us have more immigration and we will send them up to the north country where they are needed, will not solve the problem; I personally know that it will not. I am fully satisfied that it will not. I would like to know what incentives, what governmental policies Manitoba has, what policies International Nickel have to ensure that if we adopted what you are suggesting,—and I am not saying for one minute that we should not adopt it,—and used the governmental resources to steer immigrants up to the north country, up into the mines as you suggest, to attract them to go to Manitoba for your government industry, they will stay there.

Mr. Spivak: Let me explain a few things. First of all, I am not really quarrelling with you. All I am saying to you is that we really require more people than the people of whom you have experience who are sponsoring their own relatives and who are naturally pulled there because the relatives are located in one urban area and they want to be close to them. I am suggesting to you that we have to go outside and bring in more people. If we bring in more people, they, in turn, will pull their relatives to their own area which, in turn, will

create the development of the immigration flow.

The Co-Chairman Mr. Klein: You are speaking of unsponsored immigrants?

Mr. Spivak: I am talking, generally, about unsponsored immigrants but I am suggesting to you that the same experience can occur and may well occur if, in fact, we are successful in locating immigrants in the northern areas.

There are, however, a couple of things of which, I think, you should be aware. The Manitoba government has, in fact, a program of participation with the employers in paying the assisted passage alone back to the government if the immigrant will stay for the period of the two years, which is the two year period of the assisted passage loan program, in the area. This is a 50 per cent cost sharing in participation with the employers. It is already in operation. We also participate in the advertising costs overseas and we also insist there is a relocation loan paid by the employer to the immigrant, and this will vary depending on whether it is a single or a family unit. This loan is really considered a grant if the immigrant remains for the two year period. This is in operation now.

We have also suggested, although I did not read the paragraph that there will possibly be much more dynamic and imaginative programs that should be created and adapted. We think, as an example, that the assisted passage program, as it is now set up, hurts the western provinces because it is obviously cheaper for an immigrant to take an assisted passage loan to Toronto than the additional cost of taking his family to Manitoba or Saskatchewan or Alberta, and that the federal government should reshape its policy to take this into consideration and possibly make a grant to the prospective immigrant which will mean that the loan to him will not determine in his own mind immediately that he is going to travel to Canada as inexpensively as possible and locate in Toronto rather than go to western Canada or the other areas.

Therefore, I am not disagreeing with you. I think we have to sit down and plan new and imaginative programs. All I am suggesting, and this is our basic premise in the brief, is that the regional areas must be considered; their needs must be determined and must be taken into account. The program will have to recognize that skill and education have to be associated with intelligence, adaptability, initiative and aptitude.

Mr. Munro: I quite agree with that. You have offered one tangible way in which, perhaps, this could be done by a more comprehensive type of grant system. Perhaps, we could do something in that connection but I say that even unskilled and unsponsored immigrants to the country, in other words, people coming on their own application without sponsorship, still desire—as anyone in this Committee would desire if he were, say, of Polish or Italian descent, despite the fact that his relatives may not have sponsored him to come here, would naturally desire—to gravitate to the communities where many of their fellow countrymen resided. We will always have to counteract this type of pull.

The only thing that I can see that can be done is to provide not only some type of grant system that will pay all their passage up there but some type of governmental program to ensure that their living conditions and wages will certainly compare with other areas in the country. It is totally unrealistic to think, no matter how much immigration you have, you can expect them to go and work in areas where other Canadians will not work. These people come to this country and within a short time they very legitimately feel that they should have the right of mobility that every other Canadian has. To expect that they are going to work in an area that is not attractive to other Canadians is rather repugnant.

It seems to me that this is the central factor that you have to keep in mind. If we take on the responsibility of bringing thousands of people into this country, we have to take on the responsibility to see that the opportunities provided are certainly comparable to the opportunities and working and living conditions available to other Canadians in the country.

I would be more interested in seeing constructive proposals in a brief such as this that would show us what programs both private industry in Manitoba and the government of Manitoba are prepared to undertake to ensure that this would be the case.

Mr. Spivak: May I suggest a couple of things? We are not suggesting that to develop the immigration program along the lines we have mentioned would be easy. It is going to be difficult but all we are suggesting is that the White Paper prohibits us from even trying. That is point number one.

• (11.10 a.m.)

Point number two is with respect to the areas of the north. I must point out that we have Canadians there already; they are working there and have been working there from the very beginning. In the town of Flin Flon we have approximately 10,000 people and in the town of Thompson we have 12,000; in Lynn Lake we have 4,000 people and in Churchill, which is our northern port we have at least 2,000 or 3,000 people who have been living there for years and they are made up of different ethnic backgrounds. We have had movement, we know that, but we have had expansion. One of the things that you are failing to realize is that the reason for the pressure for immigrants is not that we are losing people to maintain what we have; it is because we are expanding our facilities, and we are just starting in Manitoba to tap the resources under the skin of the earth. We are not going to be able to take advantage of it unless we are able to develop and create the communities.

The other factor I want to point out is that in fact there is an impression here that conditions are so unsuitable that this is a deterrent. I must say to you that I believe that Thompson is as model a community as any in this country, and it provides the amenities that anyone would want. I can tell you that—based on my discussions, particularly with the director of the federal immigration in Paris who was the former director in Rome, respecting what the miners would require and the things that they would want to be satisfied with in order to move from northern France to Manitoba, the conditions as I outlined them—the amenities that are offered are certainly higher than they now enjoy. They are certainly attractive to them. The only problem is that they do not meet the skill and education requirements of the existing policy in the White Paper. This is the only deterrent to their coming.

The Co-Chairman Mr. Klein: Mr. Munro, your time is up. I have on the list of persons wishing to ask questions Senator Willis, Mr. Baldwin, Mr. Regimbal, Mr. Enns, Mr. Badanai, Dr. Haidasz, Senator Pearson and Mr. Nasserden.

Will you permit me to put a question before I call on Senator Willis.

I take it that there is a state of emergency in Manitoba, and if Manitoba is to grow it needs immigration and that is all there is to it.

Mr. Spivak: Yes.

The Co-Chairman Mr. Klein: May I ask you whether any representations were made to the immigration department at any time in respect to this emergency that you find yourself in?

Mr. Spivak: Yes, for the past several months. We have had meetings between myself and the minister and the deputy minister and meetings between the officials of our department and the deputy minister and with the regional officer in charge in Winnipeg.

The Co-Chairman Mr. Klein: That is only within the past few months.

Mr. Spivak: No; this I would think has stemmed from about September.

The Co-Chairman Mr. Klein: None previous to that?

Mr. Spivak: No.

The Co-Chairman Mr. Klein: I take it then there are no immigrants on welfare, to speak of, in Manitoba.

Mr. Spivak: It is very difficult for me to answer that but the impression I had is that there would be very few, if any. I cannot answer that, as a matter of fact.

The Co-Chairman Mr. Klein: One last question: Is the outflow at the moment greater than your inflow?

Mr. Spivak: The outflow is always greater than the inflow; that is, of citizens, not of emigrants.

The Co-Chairman Mr. Klein: I see.

Mr. Spivak: We have received approximately, in the last five years, 14,500 immigrants with an average of 3,000, 2,500, 3,500.

The Co-Chairman Mr. Klein: This is in number of outflow?

Mr. Spivak: This is the inflow of immigrants we have received as a result of the immigration policy of the federal government. In the past five years it has been approximately 14,500. This would average around 3,000 per year. I think last year we were about 3,100.

The Co-Chairman Mr. Klein: What is the outflow of that immigration?

Mr. Spivak: We cannot say specifically immigrants. All we can speak of is in terms of the outflow of people from the province which takes the inflow of people from Canada coming in and the outflow going out. This in the past year would be 12,300 but in the main these were not the immigrants. These were actual citizens. They were younger people in the main, unskilled people who moved.

The Co-Chairman Mr. Klein: But the statistical balance would be more favourable if immigration were increased?

Mr. Spivak: As a matter of fact, if we take a look at Ontario, we know that there has been an outflow from Ontario to United States of approximately 15,000 emigrants to United States; that is, Ontario people who left for the United States each year. I think this could be borne out statistically, and if in fact, Ontario had not had the aggressive immigration program that it had, the percentage of its net gain over the last five years would have been a quarter or half a per cent less.

The Co-Chairman Mr. Klein: I want to ask one last question and my question does not necessarily indicate how I feel about the situation.

Are the industries in Manitoba primarily Canadian industries, owned by Canadians?

Mr. Spivak: Some industries are Canadian owned and some are not. You must understand that we have approximately 1400 manufacturing firms in Manitoba. They are not major employers; that is to say, they would employ, I do not know what the proportion of employers there would be who would employ 15 or 20 or under. Seventy-five percent of these companies would employ under 25. We have major firms, like the International Nickel Company and the Hudson Bay Mining and Smelting. I am not sure whether you would classify International Nickel as a Canadian company or as an American company. I believe we can classify it as a Canadian company. Hudson Bay Mining and Smelting, I think, we would have to classify now as a South African company. Nevertheless, Hudson Bay Mining is an old established company and one that has been in Manitoba for many years. I am not sure that this answers your question, Mr. Chairman.

The Co-Chairman Mr. Klein: If we want to encourage economic nationalism and, again I say this question does not necessarily mean

that I am concerned about foreign investment in Canada—I am not; I think more investment is necessary in Canada—but I am thinking in terms of encouraging native industries and native organizations to grow, do you feel that the immigration policy of this country is stifling that growth?

Mr. Spivak: I think it can help because, in effect, the majority of companies in Manitoba are Canadian-owned. Historically, the four major industries in Manitoba were the railways, and they still are an important factor, but I think we can say that they are Canadian-owned, the wholesaling industry and in the main it is Canadian-owned, the garment industry which is entirely, as far as I know, Canadian-owned, and of course, the agricultural industry which again is entirely Canadian-owned. In the area of agricultural implements we have made outstanding successes in developing products and manufactured items that are now being sold in Canada and, in the United States. So, I would say, yes, that the opportunity for expansion and development both of new products, new designs and the expansion of existing facilities exists if we have the immigration force. If we do not, we cannot do this. If we do have the immigration force the businesses in the main will expand and will be Canadian-owned.

Senator Willis: I have no questions.

Mr. Baldwin: Mr. Chairman, on this little point that you touched on, may I say, as a statement, and I am sure Mr. Spivak will agree with me, many of us in the north and the far regions of the west, have the same view of economic nationalism as applied internally. We have the feeling that too often people and corporations come up to explore, exploit, lay waste and retire. That affects us in the same way as the views I hear expressed here in upper and lower Canada.

However, I would like to ask Mr. Spivak one or two questions. First I say that I agree thoroughly with him and could practically retire by saying "Amen" to most of his statements but there are one or two things I want to develop. In the first instance, I think your intention is to show us that there are two sides to the coin of immigration. There are the haves and the have-nots, and the immigration paper really specifically favours the haves. You have illustrated the case for the have-nots. With regard to immigration into these areas, I think your point was, was it not, that climatic and geographical conditions are

against parts of the west and the north, to start with. That is to say, it is not favourable under normal conditions to immigration. The climate and the geography have a limiting effect, do they not?

Mr. Spivak: Yes, they do. But I would suggest to you that at the present time, if the skill and educational requirements were changed to what we have tried to press as the adaptability, the aptitude and the intelligence, there are many people who would want, and are prepared to come to Canada, who are prepared to live up north, who would change their existing conditions for the north willingly, and who would be prepared to fashion a new life for themselves. This is based on my observations and the observations of my director overseas just recently and the series of negotiations and discussions with the federal immigration officers overseas.

M. Baldwin: I admit that I was just trying to build up to another question later on. Secondly, another limiting factor at the present time with regard to the movement into the west and the north of people from eastern Canada is the social and other factors which you have mentioned. I think you could say that about the housing programs. Once a man buys a house for his family he is anchored to it and his normal ability to move is limited. Would you agree with that? In addition to that, such programs as the designated areas programs you say do interfere to some extent with the normal flow of people which might otherwise take place from eastern Canada into the west and the north. Do you think they are to some extent limiting factors in the movement of native Canadians from the east into western and northern Canada?

The Co-Chairman Mr. Klein: If you do not mind, would you rephrase your question? I am not sure that I understand it.

Mr. Baldwin: I am suggesting that other limiting factors would influence the movement of people from eastern Canada into the north and west. I refer to social and other economic programs such as the housing programs. When a man once acquires a house, it is an anchor; he is not likely to move. Programs such as the designated area program are a factor we must bear in mind. Would you agree that to some extent these do interfere with the normal flow of people who might otherwise move from the east into the north and the west?

Mr. Spivak: As I indicated to you before, I am not sure that anyone can specifically determine what controls motivation in terms of mobility. We suggested in our brief that this is going to take considerable study over a period of years. I do not think we in Manitoba or in other regions have the time, having regard to the situation as it stands today, to wait until this decision is made, but I would agree that what you are saying is probably in the main true.

Mr. Baldwin: That is fine. This being the case, if there is going to be some measure of development and settlement in the west and north, we generally have to look outside of Canada. Now, if in that search we are limited by the rigid restrictions which the White Paper suggests, we are likely to search in vain to secure the people whom we need to come into the west and into the north.

Mr. Spivak: This is exactly what is happening now. We have searched already and we have attempted to try and find the people to populate the northern area right now.

Mr. Baldwin: I think you will agree, since you have already referred to the Economic Report, that Dr. Deutsch and his Council recognized that and have suggested and emphasized that some form of regional development is very essential, and in this regional development program immigration can play a very substantial role.

Mr. Spivak: Yes.

Mr. Baldwin: I guess I have asked you all the leading questions you expected. I would like to make one suggestion. Having in mind that immigration under Section 94 of the constitution is a matter in which the provinces have an interest, although there is no doubt that the final responsibility lies with the federal government, would you consider it of any benefit to establish a council of immigration ministers along the same lines as the council of resource ministers so that there can be, although I am not suggesting there is not at the present time, a fairly good flow of information, discussion and understanding? Do you think it would be of any benefit to establish a council of immigration ministers, which would then have a formal existence, in order to effect even closer liaison and discussion with the federal government along the lines of an immigration program, which is so badly needed? You stressed in your brief that such a program could be more readily obtainable and

brought to the attention of the federal government through such a council.

Mr. Spivak: Yes, we agree with that 100 per cent. We have attempted to discuss our situation with the deputy ministers of industry and commerce in Ontario and Quebec, the Agent General of the government of Ontario in London and the Director of Immigration for Ontario in London—I am not sure of his correct title—in order to determine their views and observations on such a program. I would suggest that it would be of immense benefit and value for such a meeting to be convened and for the federal minister and his department officials to have the opportunity to discuss with us the total program. Possibly out of such discussion the policies enunciated in the white paper could be reshaped and redefined.

Mr. Régimbal: Mr. Chairman, most of the questions I had in mind have already been covered. In talking about immigration we are basically talking about labour shortage and, therefore, labour. Labour is a provincial prerogative because the provinces are in a better position than anyone else to know their immediate labour needs. On this basis, could you tell us what kind of program or policy has been established to attract Canadians to the northern frontier areas within Manitoba and without Manitoba?

Mr. Spivak: The regional manpower program has been established, as you know. The regional manpower director has now been appointed in Winnipeg, and the Canada manpower centre is in operation. They have attempted through their procedures and offices throughout Canada to draw from other areas people who could be available to fit our needs and, in addition the various industries have sent out recruiting teams. We have met with the industries and have been told by them that they have sent out recruiting teams to the various areas, for example, the mining areas where miners were supposedly available, but they have been unsuccessful. They were not able to solicit the people chiefly because the people were not prepared to move. The regional Ottawa office has made a survey. We do not have that survey but I think, if it was produced to this Committee, it would show some startling results. It would show, for instance, that the mining industry is in a critical situation in Manitoba and that in fact, the federal manpower offices were unaware of this until our demands and those of the mining industry were made for such a survey.

Mr. Régimbal: With regard to immigration, would it not be bad policy if, generally speaking, we said, Canadians will not do it in any area so let us get immigrants to do it. We would just be projecting the problem to later years. For instance, I was struck by the fact that your shortages of miners, garment workers, forestry workers and female help at the moment are in the unskilled classes. We have a parallel situation, if you wish, but in the other direction in Quebec. Where you have a very low rate of unemployment we have a relatively high rate of unemployment. It happens that we have all kinds of miners, forestry workers garment workers and female help in Quebec. What are some of the reasons why the two did not meet, why one did not fill the needs of the other? What reasons were given for these workers in Quebec not going to Manitoba?

Mr. Spivak: We need elementary French schools in Manitoba.

Mr. Régimbal: That is what I was coming to.

Mr. Spivak: We have French schools in Manitoba, Mr. Régimbal, but I think you will agree with me—

Mr. Régimbal: I do not want to make this my platform, but this is an interesting area. God helps he who helps himself.

Mr. Spivak: I must mention one thing. The mining and garment industries were mentioned as examples to indicate and highlight the situation. We have similar situations in agriculture, in the wholesaling industry, in construction, industry and in the service industry and particularly, in the field of agriculture. The farming communities are not able to draw hired help to assist them in their activities. There is no help available here, but we know from our experience overseas that there are people quite prepared to come to Canada to live on the farms and lead the life they know. This is the life they would be prepared to maintain in Canada.

The problem of moving from one province to another or the problem of how to balance the need with the availability is something that will require considerable study and a long-term program of understanding. I know, and I think you will agree with me, that it would be very difficult to today for these industries to solicit successfully in the province of Quebec and draw these people out of the province. They have attempted, to the best

of my knowledge, in some cases, but they had difficulties. We have to accept the fact that we are in this situation and that we have just entered the very first stage of development. Regional manpower offices have been set up and, supposedly, are going to be able to create and develop programs to deal with our problem on a long-term basis, but in the meantime these needs are immediate and the White Paper expresses a policy of the federal government which will in fact hurt us, it will not help us.

Mr. Roxburgh: Mr. Chairman, on a point that Mr. Régimbal mentioned, the last check-up in the *Financial News* giving the unemployment figure and everything else, showed that it is the lowest in Quebec that it has ever been in seven years; it is under 5 per cent which is pretty general so there cannot be too many surplus workers there who want to leave. I know we could not get them into the tobacco fields this year and they used to be there in hundreds.

Mr. Spivak: No; the same applies everywhere, but the proportions are still the same. I come from an area where—I do not want to press this, but I think we have to keep that area of concern in mind because if we could establish conditions where every Canadian, no matter where he is from, could feel at home, it would be an added advantage.

Mr. Enns: I want first of all to take this opportunity, along with others on the Committee to commend Mr. Spivak and his departmental officials for the very excellent and well documented brief. I am certain we all agree that we have in him a very articulate spokesman for the province. My question relates somewhat to the question I put to the Minister of Manpower and Immigration, Mr. Marchand, when he was before the Committee at an earlier meeting when I drew attention in a much less skilful way to the need for miners and other employees for Manitoba and he said that: we cannot make a policy which will tie an immigrant to a region. We cannot say, you can come to Canada only if you guarantee or promise to live in Manitoba, and I agree with that. We do not want to give that kind of limiting direction to immigrants. I believe the brief points out that Manitoba accepts this as a fact of life and that there will be people on the move, but it is also a fact that people can be found to come in all the time. Am I interpreting this correctly? To counteract them inister's argument, is this a proper defence?

Mr. Spivak: We feel that we will be able to encourage people to come to Manitoba and that they will stay. We have dealt with this problem for some time. We have had discussions with the federal people overseas and we feel that in trying to overcome this problem one of the very important aspects is to inform the prospective immigrant of what he can expect—give him the facts—so that there is no misunderstanding and no attempt to mislead. For that purpose we have developed and printed a series of brochures which have been distributed overseas for use by the federal office. I am sorry we did not bring them here, but they deal with the situation in Manitoba. They state actual facts with regard to housing costs, educational costs climatic conditions and opportunities for the children. They give a total picture of what is available. It is our feeling that if this is explained fully to the prospective immigrant and he knows specifically what to expect, he will be better suited and more prepared to accept a new way of life than if there is any intent to mislead or to hide the facts so that he cannot judge before he arrives what to expect.

We also know, these recruited immigrants have been successful because we have examined and watched during the last three or four months those who in the skilled category have arrived in Winnipeg. They have problems of adjustment, as you can expect, but these are not things that the government can get involved in or can necessarily solve. You can only hope that, if you create the right climate for them by explaining the situation and industry itself acts properly with them because it needs them, they will create the kind of environment they need to go through the initial period of adjustment, which we think is the key period, and they will, in fact, stay. After all, the west was populated on the same basis. With all the pressures that existed both from the United States and eastern Canada we were still able to hold our immigrants and they, in turn, were able to develop and build the communities.

The Co-Chairman Mr. Klein: That was the era of the mini skirt, too. That is what we need in the north, the poor man's bunny club.

Mr. Enns: I think it is a fact, that the second generation has added to the wealth of Canada. Many of the members of this house or this Committee are from immigrant stock and likely would not be here if our immigration procedures had been laid down so tightly that their ancestors would not have been able

to come to Canada. This brings up my next question. What does Manitoba envisage for staffs of immigration offices. In other words, will there be a more sophisticated immigration officer needed to judge suitability and adaptability when you tell him to let in only those people who have grade 11, or who, in his opinion, can adapt to the climate, whether or not they have a willingness to learn. Do you see a more sophisticated or greater staff requirement in foreign offices?

Mr. Spivak: Let me explain very briefly. We feel that skill and education should go hand in hand with adaptability, intelligence, aptitude and citizenship potential in a general way. We feel that this can be determined. We recognize that this is difficult. Mr. Kent testified before the Committee and his answer to basically the same question was, as stated at page 124 of the Minutes of Proceedings and Evidence:

—'While there is no perfect measure of adaptability, the best indication we have is a man's basic educational level.' If any other convenient measure could be found, everybody would be delighted, but as I tried to suggest in the few remarks I made earlier, and as is suggested I think in the paper on our selection procedures, the problem is that any other method is more complicated, more expensive and requires more trained staff.

I suggest to you that it is in the interest of Canada to have an operational procedure which may be more complicated; in fact, it may be more expensive and may require more trained staff because if that is all that is required then we could substitute that for skill and education, and that the artificial criteria, grade 11 or grade 8 and three years training does not necessarily mean that the person will be better qualified than the person who has not that qualification or who has not had that opportunity but who, in fact, can and will adapt and make his contribution to Canadian life.

Mr. Enns: That is basically the point I wanted to make. I want also to suggest that perhaps if in Manitoba or anywhere else in the north we could offer television and other live forms of entertainment which might also be a further inducement to other immigrants and other Canadians to migrate to the north-land.

Mr. Spivak: I wonder if I could also quote a statement by Mr. Deutch, appearing on page 91, in answer to a question by Mr. Macaluso:

I think a person who has the ability to learn, no matter what education he has, is a promising person.

Mr. Haidasz: Mr. Chairman, I would like in my opening remarks to applaud the witness this morning for the excellent brief he has presented on behalf of the government of Manitoba and especially to thank him for the tribute he has paid to the pioneering immigrants in his province who have contributed greatly by their sweat and tears to build a country of which we are so proud and who have also given to this country children who have become skilled and highly educated and who are also continuing to develop this country. I notice in the brief, however, Mr. Chairman, that the stress or emphasis has been laid solely on the barrier of educational standards as they apply to immigrants to Canada. I would like to ask our witness whether his department of his government has considered, or even gone further than that, and discussed with the federal immigration authorities the other barriers, for example, the extent of categories or sponsorable immigrants and the so-called security regulations which prevent immigrants from coming to Canada from certain areas in central and eastern Europe. As you know, before the last war your province received many, many immigrants from those countries.

Mr. Spivak: Let me explain very briefly. Our paper deals with the skill and educational requirements and our position, I think, is consistent in that we firmly believe there should be some test to determine the adaptability, aptitude and intelligence of immigrants, and that should be substituted for skill and education. Manitoba has had no experience with sponsorship programs so we are not in a position really to judge its effect. It would appear to us, however, and I think this has been borne out in testimony we have read, certainly from the discussions we have had with the various federal and provincial departmental people and those overseas representing the provinces, that those who were brought to this country under the sponsorship program have been able to adapt to this country, have made their contributions and have been absorbed without any difficulty or severe problems. It is expected that problems will arise in the future, but this is just a prediction and to a large extent it is rather an academic one. Based on experience so far, even though we understand and appreciate that the sponsorship programs may in fact have to be altered to a certain extent, it appears to us that basi-

cally nothing has happened in the past that would give rise to a fear that the sponsorship program, if it was continued, would in fact harm or hurt the economy of this country.

Mr. Haidasz: My second question, Mr. Chairman, refers to the difficulties referred to on page 20 of your brief where service industries indicate a demand in personal services of 50 per cent in 1965 and I presume that includes the health services.

Mr. Spivak: I cannot be sure of that. That may be correct. Are you referring to the government-community-personal business services?

Mr. Haidasz: I just want to know whether Manitoba is experiencing this need today and whether they feel there is a need for a great deal more people such as nurses, physicians, dentists and so forth to work in the health field.

Mr. Spivak: We are definitely short of nurses and dentists and people who work in the health field. I may say that these figures were produced by the committee on Manitoba's economic future and were tabled in the house in 1963. We have already requested, and this was included in the speech from the throne when the legislative assembly met, that the experts who were responsible for the committee on Manitoba's economic future be called back to give us an opportunity to ask them to examine the experience gained over the last three years, to reassess our position and to establish new guidelines. The figures that are mentioned here are the best figures available today because they are based on the 1963 prediction. We also realize however, that we have experienced a major change; we have had several industrial breakthroughs. We are confident in our feeling that we must reassess our position and establish new guidelines, new job objectives to evaluate properly our development. Therefore, the committee on Manitoba's economic future will reconvene very shortly. They will be given statistical information and terms of reference which will, we think alter appreciably the figures that have been mentioned here. These are the only figures that we are able to present to you at this time, but we feel will see a major change in them when they are re-evaluated by the committee.

Mr. Haidasz: Mr. Chairman, I would now like to ask the witness, this question. Have dentists, doctors, lawyers and such skilled

professional people experienced any difficulty in obtaining accreditation and acceptance in the professional bodies in the province?

Mr. Spivak: To the best of my knowledge, in some cases, yes. This is not based on departmental experience but from my own personal experience as a solicitor. I am aware that there have been difficulties for some of the professional people.

Mr. Haidasz: Is there any way in which these difficulties can be removed and the problems solved?

Mr. Spivak: I think Mr. Baldwin's suggestion to the effect that a meeting be convened of the various ministers who are in charge of the immigration programs for the provinces and the Minister of Manpower and Immigration together with his officials is a good one. Such a meeting would afford a proper place for this matter to be discussed and an attempt could be made with the various provincial and national groups who are responsible to come to some arrangement which would allow a prospective qualified immigrant to come in without the difficulties which are anticipated both in your question and from the experience of which we are all aware. If such a meeting were convened, I think this matter certainly should be placed on the agenda.

The Chairman Mr. Klein: Mr. Spivak, you are entering now an area in which the provincial governments feel they could do without federal intervention and consultation. The provincial authorities give the power to the regulatory bodies, such as the College of Physicians and so on. Do you think this area ought to be examined by provincial authorities to see if the regulatory bodies are not discriminatory and, if so, are they being given too much power by the provincial government?

Mr. Spivak: I think it is the desire to establish some uniformity in this field and this can only come about as a result of discussions on the provincial level with other provinces. This could perhaps be under the aegis of such a conference as Mr. Baldwin suggested or under any under conference. I suggest that if this meeting is not convened there probably will have to be some discussion in the west, in the Prairie Economic Council and in the other regional areas, by a joint conference. I realize the regulatory bodies are in fact the problem here and we are dealing in an area which is to a certain extent outside the immigration field. There is no question about the need for doc-

tors, dentists, nurses and technicians in the rural areas. We are short of them in Manitoba and I would dare say that we are probably short throughout most of the areas.

Mr. Orlikow: What about regular help in the hospitals?

Mr. Spivak: Yes, regular help as well.

Mr. Haidasz: I have one final question, Mr. Chairman. I would like to know what the province of Manitoba has done in order to meet the immediate need for more skilled and unskilled workers in the labour field. Have they recruited from the available manpower from the native Indian population of the province?

Mr. Spivak: I think you have to accept that this is still a very long-term program. The Indian native people are certainly a force that should be utilized, but, based on their history, as we all know, it is just impossible to suggest that today you are simply going to be able to mobilize this force. We have had discussions with the federal government. We have planned several pilot projects and they will be put into operation shortly. We are attempting to utilize this manpower resource as best we can in the various hydro projects that have been developed, such as the Grand Rapids project and now the Nelson river project. We recognize that there has to be a training program and the Department of Education have set up specific training programs for the Indian and Metis people, the Indians who are not in the reserve program, who are, in fact, being trained in a particular skill to be utilized during periods of construction and, hopefully, afterwards. We will have a pulp and paper industry starting in the north which will employ approximately 1,000 people. In the area around The Pas, a technical school has been built to train the Indian and Metis children. We will have a specific program to try to adapt these people to fit into the new industrial growth that will be taking place, and this will provide them with a better way of life and the means whereby they can achieve some degree of satisfaction that many of them would like.

We must admit to you that this is a very difficult and hard project and it will take many, many years. We consider this problem to a large extent to be a federal one, but we recognize our responsibility too and have worked out with the regional manpower offices proposals in connection with it. We are carrying out these programs and are hopeful that we will be in a position very shortly to

announce several pilot projects within the province which we think will be of benefit to other parts of Canada where there is a similar situation.

Mr. Haidasz: I just want to thank Mr. Spivak for his very informative answers.

Senator Pearson: Mr. Chairman, I should like to ask Mr. Spivak a question. First, I should like to congratulate him on the brief he presented to the Committee today. I think it fills in what is needed to complement the White Paper. The White Paper did not give us, in my opinion, which I should like to express here, a wide enough range of immigrants into this country and this is what we need. As one of the senior members of the Committee, I watched the phases of immigration in Western Canada over the years. In early years it was very easy to get immigrants because we advertised in Europe, that we had land and you could get land for \$10, and so on. We had a flock of people then rush to this country. The second generation of these immigrants were practically at the stage of manhood when the first world war broke out. There was a tremendous demand in eastern Canada then for workers in the factories producing munitions, etc., in connection with the war. Then too, this continued during world war II. The demand for workers was tremendous in the east and the younger generations of the west moved to the east and helped build a very sophisticated manufacturing area in eastern Canada. It seems to me that we have come to a third phase. We are going to be short in Canada of our natural resources, the development of our natural resources, to complement our sophisticated manufacturing areas. It seems to me our whole concentration at the present time must be on the northern areas. We should encourage through our advertising programs in Europe people to come to our country who are willing to go into the north country and develop our natural resources that we need so much here in the southern areas of Canada. We also need men in the agricultural field in the west. The position in Manitoba I do not think is any different from the one we have in Saskatchewan. It seems to me that we need a great many unskilled people or semi-skilled people in these two areas. We are very short of labour in Saskatchewan. The question I would like to ask now is what is the province of Manitoba doing in relation to the ARDA program in bringing in these people from the interlake area and using them in their industrial fields.

Mr. Spivak: This is part of our program, and I mention particularly the Indian Metis in the pilot projects. They will be coming under the ARDA program. Unfortunately, there are some agreements with the federal government that are still in the process of being completed and this will take a short period of time.

We realize that there is manpower resource. There will be relocation of people; we are going to do our best to industrialize that area and to hold the manpower already there. We think we are going to be successful in doing this. We recognize that this is also a source, but nevertheless, these people are now either on farms or are presently employed in the fishing industry or in the agriculture industry and they are not prepared to move and just change. This is again a long-term project. The ARDA program will be spread over 10 years. Therefore, all I am suggesting to you is that we recognize that there will be movement; we will be able to utilize the force which is there once we have mobilized it, and once they have been retrained; the educational program will be part of this. But, nevertheless, at the same we still have needs and they will only be met if we have an immigration program that will allow us to bring in our people.

There is one point which you mentioned which I would like to make mention of, and I think this is extremely important. We have no basis to understand fully on what basis the White Paper's policies were stated. In other words, on what surveys and on what statistical information that was available were the conclusions in the White Paper drawn. In Mr. Deutsch's testimony on page 81 he made a statement which we think is fairly significant. He said:

We made a case study of the various categories of workers in 17 large companies which employed approximately 300,000 workers.

This would mean that these companies have an average of 17,500 workers. We have indicated to you that we have 1,400 manufacturing operations in Manitoba and that 75 per cent of them approximately would employ 25 people or fewer and we suggest to you that the needs of 17 large companies employing 17,500 people each are not the same as the needs of 1,400 manufacturing firms employing 25 or fewer. Nor do they reflect at all the needs of the resource industries that are being built up particularly in the north. We are

afraid that this consideration was not given when in fact the White paper was written and tabled in the house.

Senator Pearson: Do you not think that concentration at the present time should be on the north of the prairie provinces. I think that all provinces think the same thing that the northern areas should be developed more than we are doing.

Mr. Spivak: We have indicated that we consider the north as a new frontier and it must be considered; and part of the White Paper must be framed to meet its specific needs.

Senator Pearson: There is one other point on page 20. Your construction industry estimate for 1961 was 25,000 and in 1975 you still estimate only 25,000. This seems to be a rather peculiar figure to me because if you are going to be a booming province you have to have a lot more workers in the construction field.

Mr. Spivak: As I have indicated to you before, these figures were tabled in the house in March of 1963 as a result of study of the COMEF report in 1962. I assume they put 25,000 in because they felt that this would be the same in 1975. We suggested already and I have indicated that we are going to call them back because we know from our experience today that many of their figures are outdated; that in fact, our experience proves otherwise. Since 1963 we have announced first, the billion dollar development in the Nelson Hydro project which will employ many people in the construction field. We also know that in the construction field in Manitoba we are short of bricklayers, carpenters, electricians, and I could go on and on and on. We are experiencing a shortage and there is no question that it is curtailing development in our province. Therefore, from our point of view I would suggest to you that the figures are incorrect. We know that there are a number of figures which are incorrect. We will be calling the committee back together and hope to set new objectives for us to achieve.

The Co-Chairman Mr. Klein: Gentlemen, I have two more speakers on the list in addition to which Mr. Orlikow has requested further opportunity to question the witness. Is it the desire to continue in the hope that we will finish and not bring the committee back again this afternoon.

Senator Hnatyshyn: I will be very short. I only wanted to congratulate the witness for

the wonderful brief. I can see that high commerce is booming in Saskatchewan because we have almost full employment where it is possible to have it. We have terrible shortages and by and large some of our mines are not being developed. We have a very large potash development right in the heart of our great farming communities. There are a number of mines operating—about five under construction—and, as Senator Pearson pointed out, we have a tremendous shortage in agriculture. The only way in which we are different from Manitoba is that we have a larger area of good land because out of the 840 million bushels of wheat produced in Canada we produce 550 million. But I do not quite agree with what Mr. Munro said in this respect. I am all for sponsored immigrants and that works maybe for Hamilton and Toronto but when immigration was available from Italy, for instance, we were not in a position to have any sponsored immigrants from Italy because in the city of 122,000 in which I live the Italian population is only 25, so they were not able to sponsor anybody from that country. It would be quite difficult for us to get even the semi-skilled immigrants that are in Hamilton, Ontario, because they are there with their relatives and we could never get them into Saskatchewan. I do not think that is the solution. I think the solution is that, in addition to the sponsored immigrants and those who meet educational requirements, we should be allowed, as Mr. Spivak has pointed out in his brief, to bring in semi-skilled and unskilled labourers if we need them. I think that is the only solution as far as the west is concerned.

The Co-Chairman Mr. Klein: Thank you, Senator.

Mr. Nasserden: I would like to congratulate Mr. Spivak and the Manitoba government on the brief that they presented here today. Many of us on this Committee I am sure have had some misgivings about some of the shortcomings of the White Paper. I am not saying anything critical of the people who produced it when I say that, but there are certain things which occur to me when we take a look at Canada today and the problems that face us. I wonder if it would be fair to ask the minister whether he thinks it is easier to adjust the problems of the unskilled or semi-skilled people than those who are skilled?

Mr. Spivak: I do not think I am really in a position to answer that. But it is obvious that the wave of immigration that came in right after the turn of the century was basically

unskilled people and they adjusted very quickly.

Mr. Nasserden: That was the answer I was looking for anyway. I think it is also easier to keep a person who is semi-skilled or unskilled than it is a highly skilled person. The other thing which you pointed out in your brief is the competition on the world labour market today for the skilled person. It seems to me that Canada's rule in seeking immigration can be better fulfilled seeking those who have a need to go some place than those who can fit in where they are at the present time.

The other thing I liked about your brief was that it is forward looking and it shows that there are still pioneer areas in this country to which people might go and try to build a new life for themselves. That is something which many of the people around the world today are looking for, and it is from such a background that we can find the type of Canadian that we need in this country. I cannot find too many questions to ask. There were some that I had in mind but they were asked. I could echo the sentiments expressed by Mr. Roxburgh at the beginning. It has been refreshing to hear this brief here today.

Mr. Spivak: I wonder if I could just make one statement in connection with the competition outside of Canada for the skilled individual, and I would refer to Mr. Deutsch's testimony on page 79, in which he says:

What is more significant is that this shortage—

And he is referring to the shortage of skilled and professional manpower.

—is worldwide. It is not only true of Canada, it is true of all advanced industrial countries. We are competing in this area for this type of manpower.

Mr. Dinsdale: Mr. Chairman, my friend Mr. Roxburgh who gave his credentials said that he was not from Manitoba but he was a member of the government party. As I listened to Mr. Roxburgh I could agree with everything he said notwithstanding the fact that I come from Manitoba and I am not with the government. I want to congratulate Mr. Roxburgh who, as one coming from Ontario, is able to see so clearly the problems of a province such as Manitoba. Those of us who come from Manitoba have been trying to suggest that there was an urban industrial bias in the White Paper. I think the brief that is before us this morning has filled the vacuum sub-

stantially and is a major contribution to the deliberations of this Committee.

Mr. Spivak has been negotiating with immigration officials from the background presented in the paper. Have you been able to get these points across in your negotiations. Have you been able to reach any satisfactory conclusions or agreements based on the presentation of these facts which should be self-evident, at least from the standpoint of economic and population needs of the midwest.

Mr. Spivak: We have met several times, as I have indicated, with the Minister and the Deputy Minister and other members of the department. In connection with the garment industry we have been successful in negotiating a pilot project to bring in 500 garment workers who would not qualify under the skill and education requirement. We first had to identify the area where they would come. We have asked the co-operation of the federal department in determining this. I would suggest to you that we have not been too successful in our negotiations with the federal department in determining where these people would be available and how we are going to go about it. It has been really left to a large extent to our own resources. We have travelled overseas and had the co-operation of the federal officials overseas to determine where this market could be identified and we are working as well as we can in this area to see whether we can bring these people over. We know where they are available—at least we believe we know where they are available—but it is a matter of negotiations on a federal government level rather than on the provincial level with the appropriate countries.

This is a pilot project. This was an attempt to try and meet the short-term needs. We are suggesting that you cannot have fragmented policy continuously. The time has come, and we are not suggesting this as a continuation of a federal policy, when there should be an understanding and declaration that adaptability, intelligence, initiative and aptitude, have to be substituted for skill and education, and if this is done then we can find these people not only in one area but in several areas to fill the needs.

This is the only area in which we have been able to have a co-operative effort with the federal government. Whether in fact they will accept any of our views or not we do not know. Everything we have presented in the brief we have discussed with the federal people.

Mr. Dinsdale: Would you say that the agreement with respect to the garment workers could be used as a guideline?

Mr. Spivak: No, no. Not at all. We do not accept that. We accepted that we had an immediate need. We require people and we were told that the White Paper would be tabled. We were not told of the contents but we had some basic idea that it would be a continuation of the existing policy as pronounced through departmental regulations and so therefore we accepted this as a means of trying to get people but certainly not in terms of a policy which we would accept as the proper policy on the part of the federal government. We feel the proper policy is embraced in what we have said in this brief.

Mr. Dinsdale: In your travels overseas in connection with immigration prospects did you make any contacts with countries where security measures applied.

Mr. Spivak: No.

Mr. Dinsdale: Would you contemplate these countries as a possible source of a substantial number of immigrants—

Mr. Spivak: I assume that these countries would have people who are available. I was aware that certain new offices were going to be selected and new directors were going to be appointed and new areas were going to be opened up, but at the same time, our contact was really with the existing offices and with the federal directors in the United Kingdom, Western Europe, Italy and France.

Mr. Dinsdale: In your contacts with those countries, Mr. Spivak, did you find a warm and positive attitude towards Canada as a possible place?

Mr. Spivak: In some of these countries, yes.

Mr. Dinsdale: Did you come in contact with the people?

Mr. Spivak: Yes, particularly in the United Kingdom and I can only give you the impression from what the directors have informed me, yes. They said there was a very warm feeling and there is no question that in their opinion—well, my impression is that they would accept the substitution of intelligence, adaptability and aptitude for skill and education and this would open up a very real reservoir of capable people who want to come to Canada, and who can in fact make the kind of contribution that we want. They are ready,

willing and able. It is just a matter of a question of policy. The federal government policy is as it is announced, and so therefore these people are restricted. I did look through many applications to the director and I saw their qualifications and, frankly, I must admit, that in the presence of one of the directors, as he went through the applications he said, I do not know why this person was rejected, I do not know why this person was rejected.

Mr. Dinsdale: Was this one of the directors of the federal department.

Mr. Spivak: No, overseas.

Mr. Dinsdale: Would you say that it would be easier for immigrants of that kind to get into Australia?

Mr. Spivak: No, I cannot say that; I am not sure, but I would suspect it would be.

Mr. Dinsdale: Now, to apply the formula that you have suggested it would require the co-operation of industry, and particularly the larger industries operating in Manitoba; would you think that they would be willing to accept employees minus formal academic qualifications, rather than applying this formula of aptitude, intelligence, adaptability, and so forth, or do they demand in their personnel branch, a formal educational requirement?

Mr. Spivak: I think they would accept that they would substitute adaptability, intelligence and aptitude, for formal educational requirements and they would be quite prepared to hire on that basis overseas, and quite prepared to make the kind of commitments to the personnel which would ensure security for them for the initial period of time of their settlement in the community, so that there would not be this disruption.

Our experience indicated to us that the labour force in the European common market countries had been mobile, that many of these people were employed under contracts; that these contracts are now going to be terminated; that they are not going to be renewed and that these people who have already been displaced from their own homes are now in a situation where they must look to other countries for re-settlement. These are the people that really are available and would I believe, be hired by these companies, if they were permitted to bring in people who did not meet grade eight and three years training, or the grade eleven requirements.

Mr. Dinsdale: Now, this would require a special community program to assist in integration. For instance, if you were moving a large number of immigrants on skill, and particularly with the language problem, and so forth, you would have to have special programs, perhaps promoted by industry, or by the community itself of language classes to assist in the integration process. Do you see any difficulty in this respect?

Mr. Spivak: No. As a matter of fact I think historically we can prove that in periods of times of immigration the community has rallied, and the service organizations rally. I would assume the government's responsibility would be to bring the organizations together to bring the industries together, and for them to be able to develop a program that will integrate these people. I think integration is an essential part of their settlement and a key to their settlement and it has to be handled with tact, and dignity, and by people who are prepared to serve. But, certainly the Hungarian immigrants, who came from the Hungarian Revolution to Manitoba, were settled with the co-operation of service organizations. Certainly with respect to the people who came to Canada prior to world war II, and after world war II, the various organizations and associations assisted effectively in their settlement, and I am sure that the same forces that worked before and the same organizations would come forth and would rally immediately to this. I would suggest that it would be the responsibility of government. We have already had discussions with various organizations, and it is our intention to do this even further; the responsibility of government would be to bring these people together, to bring industry together and to try and map out what has to be done and this co-operative effort will in fact take place.

Mr. Dinsdale: You emphasize the requirements of industry in your brief. One of our problems in the mid West is the population loss in the rural communities, this rural-urban drift. Do you think there is any possibility of at least slowing down this drift and encouraging rural agricultural developments on the basis of your flexible employment? It is my impression, for example, that agriculture is still one of our biggest industries in Manitoba and it will continue to be so and it will require a constant influx of people willing to settle in rural communities. Do you think that your formula would assist in this problem?

Mr. Spivak: Yes, I do, but I must admit that

the problem of the shift from rural to urban is not just immigration; it is a problem of industrial development and of change, and we all recognize this; and just as we suggested that Canada needs a balanced regional economic development, so I suggest to you that the province of Manitoba and the other provinces require a balanced regional economic development. Certainly our efforts should be and will be, directed toward an attempt to achieve this objective, and through whatever programs we can adopt, that are available federally, or that we can adopt provincially. We understand this is a problem and we know that this problem requires intensive study and research.

One of the considerations that we will suggest the Committee of Manitoba on Economic Future will deal with will be this problem and the problem of the development of the growth centres in the rural areas so that we can pinpoint the areas that should be developed and the areas where in fact we can create the kind of atmosphere that will hold the people in the rural areas. But certainly right today in terms of the agricultural industry they require people and if, in fact, immigration was open, these people would be available; they would find jobs and they would settle in the communities and certainly give us a greater productivity than we have right today under existing conditions.

Mr. Dinsdale: What success have you had in relocating a number of smaller industries in the rural areas? Have you had any success in attracting manpower, for instance, in south-western Manitoba?

Mr. Spivak: Well, I can mention several developments in Brandon, if you would like, particularly the chemical fertilizer, the Ayerst Plant, and others. We have been successful in having a number of the garment industries relocated in the smaller communities and they have been successful and this program is continuing and we hope to be in a position to have a number of firms open up this year as part of the solution and as part of the program of industrialization of the rural area. But the problem, you will agree, is immigration fills a void that exists. The void today is a very simple one. We do not have farm labour available and I think we all recognize this. If we have open immigration and we can bring these people in, they will have the opportunities there and they will adjust to a rural life. I suggest that they will stay, and the movement will not take place as it has in the past. What will happen when their children grow up and

the children want new opportunities and the dynamics of our economy work is another situation entirely.

Mr. Dinsdale: In other words, you are suggesting that in order to assure the success of these industries this type of formula is needed as far as immigration is concerned.

Mr. Spivak: Yes.

Mr. Dinsdale: I would like to make this one final point. Mr. Chairman, I would like to support what Dr. Haidasz said about our Indians and, perhaps, I could ask Mr. Spivak this question. Are you co-operating with the retraining program that is going on in Churchill in addition to the technical schools that are developing in The Pas and at Brandon.

Mr. Spivak: I am not sure that I am familiar with the retraining program in Churchill. I am afraid I cannot answer that. The retraining program in the Nelson Highway River Project I am aware of. There are a number of government agencies dealing with this but I have attempted to indicate that there has been a manpower agency set up under the Manitoba development authority and they will in the main be dealing with this problem to co-ordinate all government activity and to put it in a proper frame of reference and be able to correlate everything that is being done to be able to achieve the objectives we want and to set the objectives. We are just pioneering this and we are all aware of it and it is going to take a long, long time. We have a lot to make up both provincially and federally and we must all accept this.

Mr. Dinsdale: What is the attitude of industry towards the employment of Indians?

Mr. Spivak: We have a number of industries that employ Indians. We recognize that a lot of work has to be done. Under the ARDA project we will be establishing pilot projects. We hope to retrain or train Indians in this particular industry and we hope that they will then move from this particular factory into other areas where they will be employed in similar factories and allow us to train more people. This came as a result of a suggestion of industry. This is really an industry suggestion to government, and we in turn have worked this out with the federal government under the ARDA program.

Mr. Dinsdale: Is the mining industry able to use an increasing number of Indians.

Mr. Spivak: They have attempted to but unsuccessfully. This has to do with the Indians. This I believe, and this is only what I believe it to be; it is based to a large extent on hearsay, and on a few discussions with the mining personnel, the Indian Metis are not happy working underground and this has been a problem. They have not been able to utilize this force although it is available. However, there are historic reasons why we have problems and we will continue to have problems. This will take a long time to settle.

The Chairman: I take it there are no further questions from Mr. Dinsdale.

Mr. Prud'homme: I would like to excuse myself because I have to attend another committee.

The Chairman: I recommend to you that you read the minutes of this meeting.

Mr. Prud'homme: I read the brief.

Mr. Orlikow: Mr. Chairman, I want to begin with the point that Mr. Dinsdale left off; the mining industry in northern Manitoba needs several thousand workers. We have in the province of Manitoba and, I am just speaking from memory—I am probably being quite conservative, because I think the figures have shown a very high birth rate and growth rate amongst Indians—in the neighbourhood of 25,000 Indians and 25,000 Metis in the province. The bulk of these 50,000 people lives in northern Manitoba. They do not have to be acclimatized to living in the district with the difficulties of the north because they already live there. Yet the fact is, Mr. Chairman, and I am not being critical of the government alone or of industry alone or of labour alone but the fact is that until about two or three years ago there were virtually no Indians working in permanent employment in the mining industry. At Thompson there were Indians employed in the initial clearing operation but as soon as that was over there was a virtual freeze. It was brought to a head several years ago by two things, one by the threat of a march by Indians which I am sure Mr. Dinsdale remembers and, two, a very strong protest by the then staff members of the steelworkers union at Thompson. I just wondered where you have a potential pool of five or six thousand people at least who are looking for work, and you have two or three thousand jobs available how aggressive a policy is the government evolving to try to encourage as many people, as many Indian and Metis people to work in the industry and to try to get industry to hire them.

I know there are difficulties. I know they have not traditionally worked in this. If you encourage some to start, some of those who start will not stay, but that is true of all the people who go up north. There have been difficulties. I am not going to document them today although I know I should. There have been difficulties. There was a reluctance on the part of International Nickel to hire Indian people at Thompson. How much has that changed? I am not opposed to immigration, Mr. Chairman. It would be ridiculous for me to be. My father came to this country at age 14 with none of the skills that the White Paper says are necessary and he did quite well. I am not opposed to immigration. If we need to have immigrants—and I believe we do—let us have them, but it seems to me that, if not before we encourage immigrants to come, certainly at the same time we need a major effort to use the people who are already there. The government of Manitoba pioneered this whole program, and the studies of Mr. Légasse when he was with the province of Manitoba and the community development program which this government began are models for the whole country. How much more has been done in recent years to utilize this big pool of potential workers which would benefit not only the country but the whole Indian and Metis community.

Mr. Spivak: Well, I can say this that I believe that we have been extremely aggressive in this respect. We know that the International Nickel Company have dealt with many development officers on this problem. We know that in terms of potential, the potential really is the children, and half the number that you mention are children under age, and therefore, our effort in the main will be towards training the children so that they will have the skill and the vocation to adapt and the willingness as well. We know that there are relocation problems because of the nature and the history and the manner in which the communities were built up in the north. We also know that the development of the north will help them, I feel, in this respect, and I am part of the government, that we should congratulate it for its efforts in attempting to utilize the resources up north to be able to attract industry up north and to be able to offer the job opportunities for the northern areas. We are in the midst of this and I would suggest that the effort is aggressive.

There is certainly a lot to be done and there will always be more to be done. This is a problem that will take many, many years to

solve. I have said this before in my few remarks and I say this again. I hope you accept this. We have problems in terms of the availability of the pool of labour that exists today. I am not sure—I cannot quote the statistics but I think they will be forthcoming from the provincial government—that the pool of labour is not as large as you think it is, simply because there are health standards, and a history of health problems. We have really only commenced this program, and you cannot expect a dramatic change overnight, but there will always have to be a constant pressure to utilize it. The retraining of the adults, the encouragement of the younger people to complete their education and to go into the vocational school, the establishment of the Frontier college at The Pas, all of these are positive efforts on the part of the provincial government to utilize this resource and to give them opportunities and we will see these results in years to come. Whether more could have been done, I am not quarrelling with you. There is always the situation where the government could do more. There is never an end. The only thing I can suggest to you is that the provincial government has tried its best.

Mr. Orlikow: As I said a few moments ago, some of the pioneering efforts were made by the present government of Manitoba and the former government which hired Mr. Légasse to make this really monumental study of the difficulties. They ought to be commended, but I do think that our Indian people have been told for 100 years and more that things will be better some day in the future. They are like the negroes in the United States, they do not want to wait for a later date; they want to know now. International Nickel has now been at Thompson for over ten years, speaking from memory. The Sherritt-Gordon project at Lynn Lake is much older than that. We have had various facilities at Churchill for many years. There are Indians living there and have been living as Mr. Dinsdale knows, on the outskirts of Thompson and Churchill and Lynn Lake even before these projects got started. Do you know how many Indians are actually working at the mine in Lynn Lake or at the mine in Thompson? What we will do in the future sounds good; I would like to know what we have accomplished in the past. It seems to me, Mr. Chairman, and I make this suggestion to Mr. Spivak, thinking not of the things which have already been done but for the future that when a government, whether it be provincial in the provinces or the federal

government in the territories, is making an arrangement, is working out a project with a company that wants to develop an area, one of the conditions that the company ought to accept for the concession which it is getting is that the company ought to undertake to hire and to train, if necessary, a very large percentage of the native population to work on the project. I think that ought to be a condition. I know it was not at Thompson because I was in the legislature at the early stages when the terms of the agreement were being negotiated. It seems to me that if it has not been a condition up to now it ought to be in the future.

Mr. Spivak: Well, Mr. Chairman, does Mr. Orlikow have any evidence that there are Indians who want to work who cannot work at Thompson or in any of the other mines?

Mr. Orlikow: Well, I think there was evidence. I do not have it here with me but there was evidence that threatened march. There was a statement of a union representative. I suggest to Mr. Spivak, Mr. Chairman, that you have precisely this same kind of point of view on the part of the Indians as the Manitoba government is making in its representation here. The Indian has not had the kind of education and work training which makes him a No. 1 prospect for the company. So the company, from a very narrow point of view, says they can do better with others. It seems to me that the same kind of pressure which your brief is suggesting essentially you put on the federal government, do not just look at the formal training—that is what you are saying in your brief to the federal government with regard to immigration—do not just look at the formal education, look at the others; that that kind of pressure needs to be put by the provincial government and the federal government manpower agency on the companies there. Give the Indian a chance, even if he is not trained.

Mr. Spivak: Well, again, Mr. Orlikow, you are suggesting the company is not giving the Indian a chance, and I ask you again whether you have any evidence of this? I am suggesting that there is a problem, and there is a problem of getting the Indian simply to accept that he wants to work in a mine. You have the problem of getting the Indian to accept that he wants to work in society, and this is a problem. We realize it. It is a historical problem and we are working towards this. You are not going to have a remedy to the situation overnight. In the meantime, at least the re-

sources up north are being developed. New industries are being created. The construction industry is booming as a result of the developments, of the hydro project and you are employing people who were not employed before, and to a large extent are now being retrained to be employable. This is part of the program of government. It will take a long time.

It is also a responsibility of the private enterpriser as well, but I cannot believe for a minute that the private enterpriser up north who is in fact not going at full impact or not achieving a full degree of staff is going to hold back in trying to hire people. We know that they have not achieved the records that could have been achieved if they had been going to maximum capacity. We know that a shortage has existed, and I cannot believe that they would not go out and seek the help if there was in fact help available. I am suggesting to you that this program of development of the north, a program of the government, is part and parcel of the recognition of the historical situation that developed with the Indian and of the necessity for a program to assist and co-operate with him. This is long term. It will take many, many years and hopefully with the children we are going to be able to achieve the high degree that I think is necessary to make up for what has happened in the past which is both a federal and provincial responsibility; in fact, the responsibility of all the people of Canada.

Mr. Orlikow: Mr. Chairman, I do not have the evidence here but I am quite sure that if you were to go up to The Pas or Flin Flon or Churchill and meet with the Indian people there they could document my contention that there is a general feeling amongst the white community, and I blame everybody, government and industry and labour for employing Indians. I am quite willing to go with Mr. Spivak up to those areas and we could see it together.

I would like to just ask one more question, Mr. Chairman, in reference to the garment industry and I am not—and I should not have to say this but sometimes people take something out of context and I want to put this on the record—antigarment industry. I know both the management and the workers, most of whom in the Winnipeg group live in my constituency. I was just wondering about the practical way of getting immigrants to come to work in the garment industry. The garment industry is very highly staffed by women. We have traditionally gone out to

encourage people to come to Canada to work. We have gone out and looked amongst the husbands for workers. If after they came, the wives wanted to go to work in the garment industry or a service industry that was O.K. but 75 or 80 per cent of the people who work in the garment industry are women. How do you get immigrants to come to work in the industry. Do you bring the wives in and the husbands come also and find some other work. I am just interested in the fact of how this thing works in a practical way.

The Co-Chairman Mr. Klein: You needle them.

Mr. Orlikow: I beg your pardon.

The Co-Chairman Mr. Klein: You needle them.

Mr. Orlikow: I just wondered. You say you have a pilot project. I am just curious about how it works.

Mr. Spivak: The pilot project is not an accepted solution in the long term. We accepted it and agreed to it as an attempt to try and achieve a short term solution in an industry which desperately needs people. Frankly, at this stage we are waiting for the federal government to assist us in this connection and so far we have not achieved any results. But I must tell you that in terms of what I said before, it appears to me that if in fact we adopt aptitude, intelligence and ability, and this can in fact be tested, then a wife and husband situation will be no different from a husband and wife. The husband will be absorbed in our society very quickly and very easily so long as he has the basic abilities to adjust can be equated with what I have said. He will fit into our community very easily and in any number of ways and for what our needs are in this particular industry, it would appear to me that it would be very easy. We can afford to take the risk, which is all that we are taking, that if these people came in they would not in fact adapt to our community; they will. There is no problem. We know that they will and you know that they will as well.

Mr. Orlikow: I am not disagreeing but I am just trying to get it clear in my own mind what you are proposing is to try to get people to work in the garment industry; in other words, you would be looking for women basically Canadians, because they have the skill.

Mr. Spivak: No. Let me explain something in terms of identification. We know that there are areas where women do have this skill. We consider that persons experienced in the garment field have this skill. I am not sure that the federal officials will agree with this. I am sure that they will not, but we think that this is so. In those areas, they in fact could be hired; they could be tested in the manner which we suggested and they and their husbands and families could come over. The husband would fit into a community and would find a level very quickly and we would satisfy the requirements of this particular industry which is one of the basic industries in Manitoba.

Mr. Orlikow: All I am suggesting though is that this would really be a major change in immigration policy as we know it in this country, sir.

Mr. Roxburgh: We could bring the single girls over to help fill the need of the bachelors here in town as well.

Mr. Spivak: We recognize bringing the single girls but I would think that the single girls would immediately sponsor their families quickly and this is why I am suggesting that they be brought over at one time.

Mr. Orlikow: Just one more question, Mr. Chairman; it is an information question. Could Mr. Spivak tell us in brief how this provincial program of assisted passage would be carried out. Who puts up the funds? Does the money have to be paid back, and so on?

Mr. Spivak: The present program applies as follows: An industry that requires personnel and is prepared to participate with us will first have to check with the manpower office who in turn will check with the National Employment Service to determine whether in fact there is anyone available in Manitoba or outside of Canada or in Canada to fill the need. If there is not, then they may apply to us for participation in our program. They will advertise overseas and will receive various replies to their advertisement. They will either attend overseas and interview the people themselves or have the federal officers process these people, send them the various applications to determine who they want. The immigrant will apply for an assisted passage loan which is repayable over a period of 24 months. The manufacturer or employer will undertake to pay the monthly payment himself in addition to the regular wages paid. At the end of a two-year period he will be reim-

bursed by the provincial government to 50 per cent of what he has paid. In addition the manufacturer will give the employee a relocation loan; in the case of a single person \$120 and in the case of a married person \$240, which will be considered a grant for each month that he remains with the employer. Thus, if he remains with the employer for a period of a year the relocation loan will be down to \$120 and if he was to leave he would then be obligated to pay the \$120 to the employer.

At the point that he would leave the employer he would then have to assume the assisted passage program loan and would have to continue the payments until the period of the 24 months was expired.

I am afraid I may have confused you but I did not seek to.

Mr. Orlikow: I do understand you but my arithmetic is bad. For example, let us take a person who comes from Italy to Winnipeg. I do not know how much it is going to cost; for the sake of argument, let us take \$1,000 for him and his family for transportation. How much of that will he have to pay back?

Mr. Spivak: If he remains with the employer for a period of two years he will pay nothing. It will be paid entirely by the employer, 50 per cent of which will be shared by the province.

The Co-Chairman Mr. Klein: Gentlemen, I am sure I express the opinion that has already been expressed here about the splendid brief that has been presented. I only want to commend the high level at which you handled the questioning here today. We are very happy to have had you here and I am sure that the brief, together with the answers you gave to this Committee, will assist the Committee in coming to a conclusion in this matter. We want to thank you very much.

Mr. Spivak: I wonder if I could do just one thing, Mr. Chairman, I am sorry. I would like to express on our behalf not only my thanks to yourself and to the members of the Committee but also to the Clerk for his co-operation. We attempted to complete our brief rather quickly and we had some problems and he was most co-operative and assisted our department exceptionally well. I would like to express my thanks to him.

The Co-Chairman Mr. Klein: The meeting is adjourned to the call of the Chair.

STATE OF

NEW YORK

IN SENATE

JANUARY 1, 1880

REPORT OF THE

COMMISSIONERS OF THE LAND OFFICE

IN RESPONSE TO A RESOLUTION

PASSED MAY 1, 1879

BY THE SENATE

ALBANY: J. B. LIPPINCOTT & CO. 1880

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
1966-67

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON
IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 7

THURSDAY, FEBRUARY 16, 1967
Toronto, Ontario

WITNESSES:

From the Anglican Church of Canada: Reverend Canon Guy Marshall, Reverend D. C. Candy and Miss Anne Davison. *From the Social Planning Council:* Msgr. Claude Mulvihil, Mesdames Freda Hawkins, Vivienne Wakley and Mr. Henry Weisback. *from the Mining Association of Canada:* Messrs. J. D. Barrington, J. C. Byrne, M. J. De Bastiani, E. L. Healy, P. N. Pitcher, J. H. Stovel and V. C. Wansbrough. *From the Canadian Manufacturers' Association:* Messrs. Keith Richan, Peter F. Bartha, H. Wrightman. *From the Ontario Welfare Council:* Mesdames P. J. Chadsey, J. Bennich and Mr. Trevor Pierce. *From the Canadian Association for Retarded Children:* Doctors J. D. Griffin, G. Allan Roeher and Mr. B. B. Swadron. *From the Canadian Lithuanian Community:* Mr. A. Rinkunas.

ROGER DUHAMEL, F.R.S.C.
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OTTAWA, 1967

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

Baird	Fournier (<i>Madawaska- Restigouche</i>)	Macnaughton
Cameron	Hastings	Nichol
Croll	Hnatyshyn	Pearson
Desruisseaux		Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken	Mr. Enns	Mr. Régimbal
Mr. Badanai	Mr. Haidasz	Mr. Roxburgh
Mr. Baldwin	Mr. Laprise	Mr. Skoreyko
Mr. Bell (<i>Carleton</i>)	Mr. Macaluso	Mr. Ryan
Mr. Blouin	Mr. Munro	Mr. Watson (<i>Châteauguay- Huntingdon- Laprairie</i>)—24.
Mr. Brewin	Mr. Nasserden	
Mr. Crossman	Mr. Orlikow	
Mr. Deachman	Mr. Pelletier	
Mr. Dinsdale	Mr. Prud'homme	

(Quorum 12)

Maxime Guitard,
Clerk of the Special Joint Committee.

MINUTES OF PROCEEDINGS

Thursday, February 16, 1967.

(12)

The Special Joint Committee of the Senate and House of Commons on Immigration met at 10.05 a.m. this day, at the City Hall of the City of Toronto, Ontario. The Chairman of the House of Commons' section, Mr. Klein, presided.

Members present:

Representing the Senate: Honourable Senators: Desruisseaux, Fournier (*Madawaska-Restigouche*), Langlois, Pearson (4).

Representing the House of Commons: Messrs. Aiken, Blouin, Brewin, Enns, Klein, Laprise, Nasserden, Régimbal, Roxburgh, Ryan (10).

In attendance: From the Anglican Church of Canada: Reverend Canon Guy Marshall; Reverend D. C. Candy; Miss Anne Davison. *From the Social Planning Council:* Msgr. Claude Mulvihil, Mesdames Freda Hawkins, Vivienne Wakley and Mr. Henry Weisback. *From the Mining Association of Canada:* Messrs J. D. Barrington, J. C. Byrne, M. J. De Bastiani, E. L. Healy, P. N. Pitcher, J. H. Stovel, V. C. Wansbrough.

The Chairman opened the meeting and invited Mr. Brewin, M.P. to introduce the delegation from the Anglican Church of Canada.

Then, in his turn, Reverend Canon Guy Marshall presented a summary of the brief to be submitted on behalf of the Anglican Church of Canada. He was questioned; he was assisted by the members of his delegation.

The examination of the witnesses being completed, the Chairman thanked Reverend Canon Guy Marshall, Reverend D. C. Candy and Miss Anne Davison who retired.

The Committee agreed unanimously to have printed as an appendix to this day's Minutes of Proceedings and Evidence, the brief submitted by the Anglican Church of Canada. (*See appendix B*).

The next delegation called was the Social Planning Council.

Mr. Weisback presented a summary of the brief submitted by the Social Planning Council. He was questioned; members of his delegation assisted him.

The Committee having concluded its examination of the witnesses, Msgr. Claude Mulvihil, Mr. Henry Weisback and Mesdames Freda Hawkins, Vivienne Wakley were thanked by the Chairman. They retired.

The Committee recessed for ten minutes.

On reassembling, Honourable Senator Langlois, Chairman of the Senate's section replaced in the Chair Mr. Klein, Chairman of the House of Commons' section.

The Chairman then called the delegation of the Mining Association of Canada.

Mr. Wansbrough, spokesman of the group introduced his colleagues, presented a summary of his brief; he was assisted by the other delegates.

The examination of the witnesses being completed, the Chairman, thanked the members of the delegation of the Mining Association of Canada who retired.

The Committee agreed unanimously to have printed as an appendix to this day's Minutes of Proceedings and Evidence the brief submitted by the Mining Association of Canada. (*See appendix C*).

At 1:20 p.m., the Committee adjourned until 3:00 p.m.

AFTERNOON SITTING

(13)

The Special Joint Committee of the Senate and of the House of Commons on Immigration reconvened at 3:30 this afternoon. The Chairman of the Senate's section, Honourable Senator Langlois, presided.

Members present:

Representing the Senate: Honourable Senators: Desruisseaux, Fournier (*Madawaska-Restigouche*), Langlois, Pearson (4).

Representing the House of Commons: Messrs. Aiken, Blouin, Brewin, Enns, Haidasz, Klein, Laprise, Munro, Nasserden, Régimbal, Roxburgh, Ryan (12).

In Attendance: From the Canadian Manufacturers' Association: Messrs. Keith Richan, Peter F. Bartha, H. Wrightman, *From the Ontario Welfare Council:* Mesdames P. J. Chadsey, J. Bennich, and Mr. Trevor Pierce. *From the Canadian Association for Retarded Children:* Doctors: J. D. Griffin, M.D., G. Allan Roeher and Mr. B. B. Swadron.

The Chairman opened the meeting and invited Mr. Keith Richan to present a summary of his brief; he was assisted by Messrs. Bartha and Wrightman. The Canadian Manufacturers' Association asked and was granted permission by the Committee to submit another brief at a later date.

The Committee agreed unanimously to have printed as appendices to this day's Minutes of Proceedings and Evidence, the following:

- (a) A summary of the brief of the Canadian Manufacturers' Association. (See appendix D(1)).
- (b) Brief of the Canadian Manufacturers' Association. (See appendix D(2)).

The examination of the witnesses being completed, the Chairman, thanked the delegates of the Canadian Manufacturers' Association and they retired.

The next delegation called was from the Ontario Welfare Council headed by Mrs. Chadsey who presented a summary of her brief before being questioned thereon, assisted by her delegates.

The Committee having completed its examination of the witnesses, Mesdames Chadsey, Bennich and Mr. Pierce were thanked by the Chairman. They retired.

It was agreed unanimously to have printed as an appendix to this day's Minutes of Proceedings and Evidence, the brief submitted by the Ontario Welfare Council. (See appendix E).

The next witness called was Mr. B. B. Swadron who made oral representations before being questioned thereon. He was assisted by his delegates.

The Committee having completed the examination of the witnesses, the Chairman, on behalf of the Committee, thanked Mr. Swadron and Drs. Griffin and Roeher who retired.

It was agreed unanimously, that, at a later date, Mr. Swadron would be allowed to make further representations to the Committee. At 6:30 p.m., the Committee adjourned until 8:00 o'clock this evening.

EVENING SITTING

(14)

The Special Joint Committee of the Senate and of the House of Commons on Immigration reassembled at 8:20 o'clock this evening. The Chairman of the House of Commons' section, Mr. Klein, presided.

Members present:

Representing the Senate: Honourable Senators: Desruisseaux, Fournier (Mada-waska-Restigouche), Langlois, Pearson (4).

Representing the House of Commons: Messrs. Aiken, Brewin, Enns, Haidasz, Klein, Laprise, Nasserden, Prud'homme, Régimbal, Roxburgh, Ryan (11).

In attendance: Mr. A. Rinkunas, President, Lithuanian Canadian Community.

The Chairman opened the meeting. Mr. Rinkunas read his brief before being questioned thereon.

The examination of the witness being concluded, the Chairman thanked Mr. Rinkunas and he retired.

At 9:30 p.m., the Committee adjourned until 10:00 o'clock a.m. on Friday, February 17, 1967.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

**Toronto, Ontario,
Thursday, February 16, 1967.**

The Joint Chairman Mr. Klein: Gentlemen, I see a quorum and I would ask Mr. Brewin if he would be kind enough to introduce the witnesses who are to appear first this morning on behalf of the Anglican Church of Canada.

Mr. Brewin: Mr. Chairman, I am very glad, being a member myself of the committee of the department of Christian Social Service which prepared this brief, to introduce the group who will present the brief to you. I should at once perhaps disclaim either blame or credit for the contents of the brief. I have great pleasure in introducing Miss Anne Davison who is the secretary and who, I imagine, has done a great deal of work in preparing the brief. Canon Guy Marshall and the Reverend Douglas Candy, all friends and associates. I am sure you will be glad to hear from them.

The Joint Chairman Mr. Klein: We are very pleased to welcome the delegates here and we would ask which one of the persons will present the brief first and in what order?

Reverend Canon Guy Marshall (Anglican Church of Canada): May I be seated? I think, gentlemen, you have before you or have received a copy of the brief which we have submitted. There is, therefore, no point in my reading at any great length from it. What we would like to say in the first place is that we welcome this obvious interest in the changes in the immigration policy because we have in the past few years, certainly, come across many cases where there was obvious distress in the matter due largely, in the first place, to a lack of clarity in the conditions for immigration and, secondly, in the way in which it was administered by the different members of the staff. This is perfectly understandable, in my opinion, being due to the lack of clarity, in the first place, and second, to the obvious presence of certain emotional factors. Anybody who is faced with a difficult problem or difficult personal case obviously is going

to move one way or the other. The old saying that hard cases make bad laws is perfectly true in this matter.

In the first place, we would like to insist, if we may use that word, that nobody connected with this matter of immigration policy, lose sight of the fact that the people are human beings and have individual opinions, choices, ambitions and desires. In the word "opinions" we would include fear. There are many people coming to this country who from their background have an innate fear of authority due to the conditions under which they have had to live. Their opinions do have a tremendous amount of fear when they come into contact with anything official. So we would like to lay stress upon that fact.

Then we would come down to specific things. We would like very much to have a clarification on this sponsorship problem. This is something which, in my own personal experience, has created difficulties. It so happens that in my own parish we have large numbers of West Indians and herein I have found on many occasions difficulties because of a lack of understanding of what sponsorship involves. We would like that to be very clear indeed; possibly in some respects to have the sponsorship matter broadened and in other cases to be more clearly defined, and above all that when a person is sponsored that the sponsors do understand their responsibility and are expected to live up to that responsibility.

I do not think there is anything more I wish to say at this particular juncture. It may be that my colleagues have something they would like to say. Also if there are any questions members of the Committee would like to ask us we will try to clarify our own views and opinions.

Senator Pearson: May I ask the first question? What are the responsibilities of a sponsor, from your point of view?

Mr. Marshall: Well, I feel that they are first of all to ensure that the persons coming into the country do not become a charge upon

public funds. Second, that where there is a need for additional education or training that the sponsor should certainly be involved in it if not responsible for it. As Miss Davison mentions to me just now, this is not made clear in the document, in the White Paper.

Mr. Enns: Mr. Chairman, just to follow up the question of sponsorship, I am interested in the brief suggesting there should be such a thing as group sponsorship or perhaps that congregations should be able to sponsor immigrants. I am not quite clear how the witness intends this. Is it suggested that a church as such or a church community could sponsor a family or a group of families? Would there be any further clarification on this suggestion? This is mentioned at the bottom of page 8 of the brief.

Mr. Marshall: Mr. Candy's congregation has indeed done this and he could clarify this matter.

Reverend D. C. Candy (Anglican Church of Canada): I do not know that one could clarify it apart from saying this is being done. We have been involved in the sponsorship of three families, one of these simply as a parish, the other two instances, as a group of parishes. There has to be one signing person and inasmuch as I happen to be the rector of one parish and rural dean of the group of parishes, I was the signing person.

Mr. Enns: May I just clarify my question a little further. I was wondering if the request was also to include larger groups of immigrants, say, a certain class of refugees that may be homeless and the church might say: There are 100 families or there are a great number of families. Is there a suggestion that the immigration laws should permit sponsorship in this broad category, in this broader dimension; not particularly by the Anglican Church but by any group? Do you feel that any group should be able to say: "There is a group of depressed Irishmen, let us get them over to this country." Is there any way—

An hon. Member: There is no such thing.

Mr. Candy: Miss Davison, I think, could elaborate on this.

Miss Anne Davison (Assistant to the Department of Christian Social Service, Anglican Church of Canada): Well, Mr. Chairman, this has never been presented to us in the past, I do not think. We have a general interest and I do not think we can

anticipate what the limits of the ability and the extent to which the churches will rise to the challenge. I think we are really asking for a challenge. Present us with possibilities and see how far we can rise to work with you in this field.

Mr. Enns: But to get this into terms of the act this needs phrasing or framing of the act that will permit groups to do this. I am thinking of some of the work that say, the Lutheran Church did in the postwar period where they actually solicited, invited groups of refugees to come to the country. Now, I am not clear whether the church itself undertook actual sponsorship and guarantees and the things you mentioned. I am wondering if this is a welcome suggestion that the church would endorse?

Mr. Candy: It does not seem to me a very practical thing. I think if there is any group sponsorship like this that individual families would have to be individually related even though the whole body of churches backed the sort of total scheme. It would, I think, lose sight of any personal relationship if this kind of group sponsorship beyond that were envisaged.

Miss Davison: There is another factor involved. Some of the churches are organized and incorporated so they are bodies that can hold guardianship, for instance. Some of us are not. We are not organized. If this was a requirement it would be an obstacle we would have to work through somehow.

Mr. Roxburgh: What is the—

The Joint Chairman Mr. Klein: Mr. Roxburgh, are you asking a supplementary?

Mr. Roxburgh: Yes, I am sorry. I was just wondering what is the principle back of a parish bringing in immigrants. What is the main principle back of it all? Is it for individual families sort of superbacking individual families in the parish? Or, is it done by the church itself? They, in that case, would have to find positions and homes and so on. How is it handled? Is it a combination of both, or what?

Mr. Candy: Well, in our own situation we simply had a committee in the parish who were responsible on the one occasion. On the other occasions we had a committee representing all the parishes as a responsibility; I think you would say it was exactly the same. They were responsible for the same things,

finding a job and finding a place to live and the necessary things with which to live.

Mr. Roxburgh: Then, would you have a special contact with a definite family in your parish through a family in your parish or how did you arrive at that? Or did you just make it an open project, we will say?

Mr. Candy: You mean the immigrant family?

Mr. Roxburgh: Yes.

Mr. Candy: Well, I remember we worked through the Canadian Council of Churches and we finally got hold of Miss Muriel Jacobson on one occasion. We were anxious to be of some use. We had no particular family we were seeking. We recognized there were a lot of families in need and we finally dug around until we got one that we could handle and that was willing to come.

Mr. Roxburgh: That is very fine. This is something new to me. I have an enormous group in my area but this is the first time I have seen it handled this way. That is why I asked the question. Thank you ever so much.

Miss Davison: There may be an occasional time a family comes through somebody who knows somebody. But far over half of the contacts we have is a desire to help somebody who needs and somebody else chooses that person.

Mr. Brewin: Mr. Chairman, as a matter of fact this is not within the normal sponsorship provisions, but special adjustment to the problems of refugees. As I understand it, the World Council of Churches, as one illustration, under the United Nations, took the responsibility of trying to look after refugees, particularly in camps in Europe. The churches were asked to assist and various individual churches across Canada, and perhaps other organizations as well, made special arrangements to look after sponsorship; but this was part of the flow of refugees. Is it your suggestion that the normal sponsorship provisions, which under the act and regulations, are restricted to related individuals, be written into the regulations or the act and clarified so that the obligation of a sponsoring body such as an individual church or other organizations are made clear so that you know precisely what you are being let in for if you undertook to sponsor someone. Do I understand that correctly?

Mr. Marshall: We want it to be clarified so we know exactly what the responsibilities are for anybody who contemplates sponsorship and knows what it involves.

Mr. Brewin: Might I ask how successful the efforts to sponsor refugees were? Did quite a number come out? Did they fit into the community adequately? Was it a successful project?

Mr. Candy: Our three families have been quite successful. They are all settled in their own homes now and all working.

Mr. Brewin: Were they a great burden on your parish or were you able to do it?

Mr. Candy: Well, it did not prove to be that great a burden as we had anticipated, I think. It was amazing how easy it was.

Mr. Brewin: These were refugees initially?

Mr. Candy: These were all refugees, stateless people.

Mr. Brewin: How did you circulate descriptions of the family to the individual parish—

Mr. Candy: There are various ways this happens. There were not two of our families exactly alike.

Miss Davison: Mr. Chairman, one further point on this sponsorship, perhaps, it is in between the present functioning of the old law and the anticipated new. But we seem to be in a very grey area of the word "sponsor" and what it means. Right this minute on my desk are letters from Beirut, from Jordan, from Korea. All of them are saying: "The Immigration Officer says that my situation would be eased if I had a sponsor." There is no place that I can find out through immigration what the officer means when he says this. They just say there is nothing spelled out about what sponsor means except for a relation. Maybe we are working between the two laws but I do not understand and I wish it were clarified.

Senator Desruisseaux: I think, Miss Davison, you have touched on a question I was about to ask on sponsorship. How is the responsibility to carry on seen? Is the responsibility to be limited by time, by the necessities, the occasional necessities or the general necessities until fully installed and regardless of the consequences later? The sponsorship interpretation is important. I

would very much like to have your views on what you think it should be. How far would they want to carry on that responsibility of sponsorship? Will they follow through in the future on these immigrants?

Miss Davison: I think we are following you. Whatever the law shall say—

Senator Desruisseaux: We want to get your views.

Miss Davison: On page 8 of our brief we have suggested that perhaps different words would be used for different kinds of sponsorship. If you are bringing a relative over you might be carrying more responsibility over a longer period of years than if you were just rehabilitating a family. If you were bringing a child over for adoption that kind of sponsorship is of a different nature altogether. It needs to be spelled out differently. We get all confused with using different meanings for the one word. I would think the church, as such, wants to work with the government. However they define the word "sponsor" to meet these various situations we would be happy to try it.

Senator Desruisseaux: If I understand that well your position would be, as far as you see, to accept the sponsorship in its broadest sense, if it was, for instance, to carry on over a period of three years or so, or five years, we do not know. Is that right?

Mr. Marshall: I think we would all agree that a definite time limit should be established without possibly putting forward any suggestion as to what the time limit should be. As you suggest, one, three or five years, but there should be a time limit. Otherwise, I can foresee the possibility of people becoming a sort of drain upon the sponsor and thereby limiting the possibility of further sponsorships from that particular source. I think there should be a time limit.

The Joint Chairman Mr. Klein: Well, it has not been the experience up to this time, at least, that the sponsored individual has been a drain on anybody.

Mr. Marshall: No, very true up to this time.

The Joint Chairman Mr. Klein: I might say that what I find a little bit bordering on the ridiculous is the statement, if it is correct and I have no reason to doubt the statement, that the immigration officer in Korea said it would be much simpler if you had a sponsor when he knows full well that Korean has no spon-

sor in Canada. The White Paper says it wants to do away with discrimination which means there was discrimination. If there was discrimination, one place it probably was practised was in Korea. So he has no sponsor. He has no chance of getting a sponsor because he has no relative in Canada.

Mr. Roxburgh: Just before you finish this, the question was asked about at the present time. As Miss Davison says, you are in the grey between the new and the old and the idea coming in, for example, to be clarified has to do with churches or organizations which is new to me. I did not know of it. I notice Mr. Beasley here from the Department. Could he clarify anything on that line right now for these people or not?

The Joint Chairman Mr. Klein: If we get into that Mr. Roxburgh we will be here all day. What we would like to know, what we are here for is to get the opinions of the various organizations in Canada so this Committee can formulate a report based upon the opinions we have heard and not the opinions given by the department.

Mr. Brewin: Whatever the department might be able to say as a matter of practice, am I right in assuming there is absolutely no regulation laid down as a matter of law providing for sponsorship by churches or other organizations. There is no such thing. If it is being done it is being done by special arrangements with regard to refugees. I understand the deputation are asking, what seems to me a very cogent plea, that this should be clarified so the terms and conditions can be read and seen by anybody who has the generosity or the will to do this sponsoring.

Mr. Nasserden: Well, on this question of sponsorship, you are suggesting it be broadened; is that right?

Mr. Marshall: Yes, and made clear.

The Joint Chairman Mr. Klein: You are also suggesting, if I understand you correctly, that organizations should be allowed to sponsor individuals who are not necessarily related to anyone in the organization?

Mr. Marshall: Yes.

The Joint Chairman Mr. Klein: In other words, you want to go beyond the family relationship for sponsorship?

Mr. Marshall: Yes.

Senator Pearson: At the bottom of page 8 you state:

Perhaps additional terms such as "guarantor" or "underwriter" could be incorporated into the law. . .

My point of view there is do you mean you are sponsor of some family, making an arrangement with some employer or somebody else to look after these people when they get here, in conjunction with yourselves?

Mr. Marshall: Not really, no. This is an area on which we have been asking for clarification. This is an area where clarification is not really easy. Under sponsorship we envisage a person or a church or a group being completely responsible for the bringing of the people, their care and so on. Now, there are other cases—I had one myself, as a matter of fact, where the man was on the borderline for immigration according to the regulations. I was told that I could sponsor him and that all I would be required to do was to ensure that for one year he was not a charge upon public funds. In other words, all I had to do was to see that he had somewhere to live and he was no charge at all. He was a fully qualified man. He came in and is now actually in government employ, doing very well indeed. But here was not sponsorship in the accepted sense of the phrase. It was merely to underwrite the cost of his being in the country.

Senator Pearson: This is what an organization like yours would have to do?

Mr. Marshall: Yes.

Mr. Brewin: Might I also suggest to Canon Marshall that it is something any prudent organization would likely want to do for themselves before they undertook sponsorship; in other words, if you have a parish church with a number of people there, before you undertook the sponsorship your members would probably look around and try to make sure they were in a position to find employment, housing and so on, and ease the way of the new immigrants once they had been sponsored. Do I understand the process?

Mr. Marshall: Yes, you do. But in this particular case the man had a job to come to if he could get into the country. Therefore, there was no need for me as his sponsor to do this. What we are trying to do is broaden the possibility of people who desire to come to be able to come.

Mr. Aiken: Mr. Chairman, many of my questions have been covered by the supplementaries but I would like to ask Mr. Candy, have you had experience in individual immigration cases beyond the group cases you referred to?

Mr. Candy: Individuals?

Mr. Aiken: Taking responsibility for families?

Mr. Candy: No, I have not. It has all been on a parish basis.

Miss Davison: There are instances of it in Canada.

Mr. Aiken: Yes, but I am referring merely to your group.

Mr. Marshall: Yes; I have in my parish many of the West Indians who have brought up members of their families and those not so closely related as the law requires.

Mr. Aiken: What I would like to ask is whether you felt there was any assistance or it made the way any easier by having the group sponsorship rather than by an individual sponsor?

Mr. Marshall: Yes, it does. It means the responsibility is spread a little wider.

• (10.30 a.m.)

The Joint Chairman Mr. Klein: Will you continue, please.

Mr. Marshall: Yes. To begin with, it spreads the responsibility. There are many people who would be happy to sponsor others coming in but feel that they are not economically equipped to do it, but if this is done on the parish basis or a group basis they can do it. And furthermore, from another point of view, it does, of course, help us to insist on the interresponsibility of people, that we have some sort of duty to our fellow men.

Mr. Aiken: Do you feel that it is of any assistance with the immigration department, or to go one step further, do you feel that sponsorship does any good with the immigration department, or do you sometimes have the feeling that they could have got out just as easily on their own?

Mr. Marshall: In some cases they could have got out just as easily on their own but in some cases it has helped definitely. It has made it possible for people to come much more quickly. In one recent case where a married couple, both of whom had qualifica-

tions, there was a little delay in their application because one member of their family here had applied as a sponsor and owing to the economic situation it was felt that she could not be the sponsor, but her brother was able to be and this meant that they came in about three weeks instead of six months. It has eased it.

Mr. Enns: May I say first of all that the brief is excellent. There are two points I would like to draw to the attention of the Committee, namely on page 7 where you speak, in paragraph 24, of the limitation in the White Paper of the prohibited persons class, "associates of criminals", and you point out later in the paragraph:

In many countries a prison record is evidence of being an independent (political) thinker and thus a desirable person to immigrate.

I feel that this is perhaps difficult to write into an act but it is a useful reminder to Canadians that we might well be careful how we phrase the limitations of this category, and perhaps that is all you intended.

Mr. Marshall: Yes.

Mr. Enns: The other item which I find of a similar category and also very interesting, and I had not really thought of it that way before, was the responsibility, you suggest, resting on Canada—this is on page 9, paragraph 30—in seeing that we are not draining off skilled persons from other countries where these skills are needed. I do not see again how we can write this into an act and perhaps the retention of skilled personnel in a country is the problem of that country; but I still realize there is a responsibility on us not to seek out much needed skills when in another program, in external aid, we are probably building up those same skills for the underdeveloped countries. But I am interested that these points should have been included in your brief and commend you for it. I am just asking you if you have any specific suggestions on how we could bring this into the act or otherwise, just thanking you for drawing our attention to it.

Mr. Ryan: It is another kind of foreign exchange policy.

Mr. Marshall: Yes. This has been a very real problem in many parts of the world. Quite how it could be written into the act, I would not know, and I do not think we would venture to suggest how because here it might

seem to involve the refusal of immigration to certain groups which is the thing we want to avoid. All we do ask is that this be kept in the minds of those responsible.

Mr. Candy: I do not know just how it would be written into the immigration situation but in terms of students coming over I think it would be possible to make it necessary for them to return to their own country and thus not drain off their potential. I think this has been said in higher circles.

Mr. Enns: These students usually come in under some contract, and they either buy themselves out or find some other way of staying on but usually the decision to immigrate is an individual decision, is it not? The individual applicant decides to take this important step in his life and it is not so much a matter of national policy except, in so far as the immigration possibilities or prospects are attractive to another land.

Mr. Nasserden: Mr. Chairman, most of the questions I had in mind have been asked, but in paragraph 30 on page 9 you refer to skilled people; you do not say anything about the unskilled there. What is your attitude with regard to the unskilled coming?

Mr. Candy: In paragraph 32 it is covered. This is a concern for the immigrant himself, that he not as an unskilled person be thrown into an employment situation that is impossible for him. The wording there is specific in suggesting seven years schooling, not in a nasty discriminatory sense, but still in a discriminatory sense, of course; but in the interests of the immigrant, either seven years in his own country or seven years completed here. There are many parts of the world today where it is impossible to expect this kind of qualification and we are suggesting that we make it possible here.

Mr. Nasserden: In some of the countries of the world, six years schooling, I believe, is considered to bring them to a certain level where some of them decide not to go any further.

Mr. Candy: I was wondering; let us look at that and see if that fitted our Canadian situation.

Mr. Nasserden: I wonder why the seven years was selected in this particular instance?

Mr. Marshall: It was according to the White Paper; paragraph 47 requires a minimum of seven years. We are I guess agreeing with it.

The Joint Chairman Mr. Klein: There are some ethnic groups that provide night schooling for their own people that might meet these requirements.

Mr. Marshall: Oh, yes.

The Joint Chairman Mr. Klein: Would the Anglican Church be ready to provide the night schools for the groups that they might sponsor?

Mr. Candy: I do not think it is necessary to provide them, but see that they get this service.

The Joint Chairman Mr. Klein: See that it is obtainable.

Mr. Brewin: Mr. Chairman, I wonder if I might ask a supplementary on that. I am just curious as to how this proposal, which seems a very reasonable one, could in fact be carried out. Suppose someone who is adult does come from another country and they have said, "well, we would be very glad to have seven years schooling", and when they get here they are offered a good paying job in some other field. How do you hold them to this undertaking to become educated? Is there any way that you can see that this proposal—if they are prepared to obtain the equivalent of seven years, would you require them to have the money? Would you require them to enrol? How do you enforce that? That is the dilemma I see about the proposal which I think is an excellent one, if I could see how it would be carried out.

Mr. Candy: The only way in which it could be carried out is making it a responsibility of the sponsor.

Mr. Brewin: If the immigrant chose to take a good job somewhere else? After all you cannot keep them tied up for seven years, can you?

Mr. Candy: Well, I do not know. I do not think I have an easy answer to that.

Mr. Marshall: I think, if the immigrant got a good job without school, then provided he was making an adequate sum to maintain himself and his family, if necessary, I do not think one could insist on it.

Mr. Brewin: I ask Canon Marshall what the department thinks is difficult. They say it may well be that someone could come out here as a sponsored immigrant, get a job today when there is expanding economy and so forth, without any particular skills, and

then a little while later we have some sort of recession which is still possible and then the individual can not get a job because more and more skills are required and they become, perhaps, a public charge and no great help to themselves. This is what the department say. I am not saying they are right but this I understand to be their argument.

Mr. Marshall: I think the only possible way would be, as Mr. Candy suggests, by making this the responsibility of the sponsor, but quite how you enforce it, this, of course, is another matter. How do you enforce any law, if it comes to that?

Mr. Brewin: We send them to jail if they do not comply with it.

Miss Davison: I would like to add if I might a little comment on this question the gentleman asked about returning students to their own country. In practice, I understand that if an overseas student comes to Canada and has a contract with the Canadian government that there are stands taken to see that he carries out this contract. I would like to present the fact that many of these students come with their transportation paid, with contracts signed to private voluntary agencies, and the government does not give these the same weight in either wanting to send them back or giving them permission to stay on here. In other words, it becomes much easier to break a moral obligation to a private agency than it does if it is to a department of government, as it stands now. I wish that were not so. A moral issue is a moral issue everywhere when you sign a contract.

Senator Desruisseaux: Faced with the conscience that we have as Canadians to help people come in here, and faced with the requirements in some countries where there is famine or drought, thinking economically for Canada, do you think there should be limitations on sponsorship as to number?

Mr. Marshall: Here, of course, basically one would say no, there should not be limitation on sponsorship but there is a need to be practical and here we get into the field of economics in which some of us are not as well informed as we might be. I think there are very definitely occasions when the moral obligation to starving people must override the economic one, but I think these cases should be dealt with at the time they occur. I know that starvation is a continuing thing in many parts of the world, and that many of the people there

could not be transported from one cultural background, if you like, to another easily. But I think always there has to be in the forefront of our mind the moral responsibility of doing as much as is feasible to help these people.

Senator Desruisseaux: I understand that would be without imperilling our Canadian situation, generally speaking.

Mr. Marshall: Yes.

Senator Desruisseaux: Thank you.

The Joint Chairman Mr. Klein: Are there any other questions?

I would just like to point out to you, in support of your brief that Dr. Deutsch was examined before this Committee and he was asked—Dr. Deutsch, of course, you know, is head of economic planning in Canada—do you think that you can endanger the economy of the country by an excessive immigration policy. And his answer was, no. He went on to explain, of course, that there were things that have to be provided, but do you think that we are thinking too much in terms of what Canada does for the immigrant, rather than in terms of what the immigrant can do for Canada?

Mr. Marshall: This, I think, is a danger. I think it is present in the minds of too many people.

The Joint Chairman Mr. Klein: It might be interesting too for you to know that each immigrant statistically brings a \$1,000 into Canada, and 250,000 immigrants have come in in the last two years who have brought into this country \$250 million.

• (10.45 a.m.)

I just want to ask you one other question here. On page 6, in the last sentence of paragraph 21, you say:

In the future as in the past, the impact of the immigration law is going to be measured in terms of how the staff administers it.

Have you run into any difficulty with the staff and their administration of the Immigration Act up to this time?

Mr. Marshall: Yes.

The Joint Chairman Mr. Klein: In what way?

Mr. Marshall: Probably "difficulty" is not the word. Difference of interpretation

in connection with, for example, one family that I know where the man wants to bring his children into the country. They were unfortunately both illegitimate children and one of them was a fully trained domestic and eventually she came in under her own application, and so on. But it was made very clear that there could be no consideration whatsoever for this man to bring his children in even though their mothers were quite prepared for them to be adopted by the man and his wife. It is one of those situations which one occasionally finds and here there was a real difficulty that a family which is now established here and have been for some years, prepared to adopt legally this minor who is the daughter of the man, acknowledged as such, registered as such in his home country, but they cannot bring her into the country.

The Joint Chairman Mr. Klein: Would you say that the act is being administered negatively rather than affirmatively?

Mr. Marshall: Yes.

(Translation)

Mr. Régimbal: Complying with the letter rather than the spirit of the law? You mean that they comply too closely with the letter of the law? Is it not possible that it would be very difficult to administer it any other way than by sticking to the letter, since that is the role of the staff, while it is up to the legislators to inject the spirit into it. If there are weaknesses in the law which allow loopholes like these, it is the job of the legislators to correct the law rather than the interpretation of the law.

Mr. Marshall: They have all the details, these "officiales". Pardon me, I am speaking Spanish, not French.

(English)

Mr. Régimbal: I had better speak in English.

An hon. Member: It sounds very good to me.

Mr. Régimbal: Thank you.

Mr. Marshall: In this case the officer has all the details. He knew that this was the acknowledged father, that they were prepared to adopt and he said nothing can be done. Now, this is the letter of the law, I know, but here is a case where the family is well established. It is not just a newly-come family. It has

been established for at least five years in very good jobs and a very, very good family now.

Mr. Régimbal: I had better speak in fact, though, afterwards? Was it followed up?

Mr. Brewin: May I ask Canon Marshall a supplementary? Is that quite fair to the staff administration? Is it not a fact that the law, as the legislators and the government are responsible, does not acknowledge that illegitimate children as such have any rights at all, and it does acknowledge the right of people to bring their legitimate children to this country, but a child as defined in the act does not include an illegitimate child. This is in fact the rule and can we blame the staff for applying what they understand, and what I am sure they are advised by their own headquarters. As a matter of fact, in the last two weeks, I have had two letters with precisely the same case, but they did not come from anybody on the staff, they came from the headquarters at Ottawa as their interpretation of what in fact was the law, that there was no right to bring in those children. Again it was a case of a father who acknowledged the paternity of children in a country where marriage is not as formal an institution as it is here; he acknowledged that responsibility but he is told, you cannot bring your own daughter into this country and the reason is that our regulations only provide for bringing in legitimate children. But it seems to me a little harsh to blame the administration or the staff for that sort of thing.

The Joint Chairman Mr. Klein: Well, I think, Mr. Brewin, the statement made in the brief is more or less a general statement—

Miss Davison: Exactly.

The Joint Chairman Mr. Klein: —about areas in which the staff could administer affirmatively and administers negatively.

Mr. Brewin: How could they administer affirmatively?

The Joint Chairman Mr. Klein: Well, not in this particular instance. He may have used a particular example which may not fall within the ambit of the paragraph.

Mr. Brewin: Mr. Chairman, the reason I raised this is that so often all of us, I am not suggesting this deputation, inclines to blame the staff for applying regulations which in fact they are required to apply by the law. I think the particular case is an illustration of it.

Mr. Marshall: May I say that we are not seeking to condemn the staff, far from it. In the many cases in which I have been concerned both with immigrants and seamen who have jumped their ship here in a port, they have always tried to be very considerate. From the personal point of view, they have sometimes gone out of their way when some unfortunate young lad has been picked up on a Saturday, having jumped his ship. They have been kind enough to leave him at liberty in my custody until he could be dealt with on the Monday. In one case the immigration officer took the lad to his own home and looked after him for the week end rather than put him in the Don jail. I would not like it to be thought that we are condemning the staff in any way, but we have felt that on some occasions that there could have been,—not a bending of the law—but a little more consideration as to how it could be interpreted. This again comes back to our request that the law be made very clear, so that there can be no danger of a misinterpretation, or being left, if you like, to the liver of the officer on the morning he is dealing with the case, which sometimes does happen.

Miss Davison: One added comment to that; having worked with the reputation and the name of Canada abroad, this human thing that Mr. Brewin mentions is very true with the people who have not come here yet, and that is the way that the staff says no, especially, but yes, too, gives a reputation of whether Canada is a good country to want to come to or not. Unfortunately, the staff in the field are always the ones who are judged—the judgment of the country behind them stops at the staff because this is as much as they know.

The Joint Chairman Mr. Klein: You are not speaking of the ugly Canadian.

Mr. Aiken: Mr. Chairman, your comment about the immigrants bringing in \$1,000 with them reminds me that they bring just about enough to pay their share of the national debt when they arrive, and they can start off even.

The Joint Chairman Mr. Klein: I did say that we ought to bring in one million immigrants immediately and pay off our balance of payments. If there are no further questions, we want to thank Miss Davison and—

Mr. Roxburgh: Just one more, Mr. Chairman, on page 10 at paragraph 34.

It would be of tremendous value if the various professional associations throughout Canada could be encouraged to establish national minimum standards.

And so on. Are you referring to the present doctor situation, discrepancy against immigrants—?

Mr. Marshall: Well, it is not only in the medical field. It is in other fields, too—architecture, pharmacies, nurses—every professional group to some extent in varying degrees, I think, is concerned.

Mr. Roxburgh: You have not any suggestions because it is all provincial?

Mr. Marshall: Yes.

Mr. Roxburgh: In other words, in this case you would be talking possibly about Ontario itself because this is where it happens; is that it, not in any other province?

Mr. Marshall: It is in other provinces, too.

Mr. Roxburgh: It is in other provinces as well.

Mr. Marshall: A great friend of mine coming up from South America to British Columbia had to go through the whole medical examination before he could practice.

Mr. Roxburgh: But he was allowed eventually to come.

Mr. Marshall: Oh, yes. He wrote all of his exams and eventually was allowed to come.

Mr. Roxburgh: According to your knowledge, Canon Marshall, is the same procedure followed here in Ontario or is it more discriminatory?

Mr. Marshall: I am not sure about this. I think if they are prepared to take the examinations then they are admitted.

Mr. Aiken: Canon Marshall, you mentioned nurses, in passing. It has been my experience that nurses coming in have been given fairly free access. There has not been any real difficulty on professional grounds.

Mr. Marshall: There is less there, yes. I think on the whole that in nursing it is largely due to a difference in approach and procedure rather than qualifications.

Mr. Aiken: Yes, we need them.

Mr. Marshall: Yes.

Mr. Nasserden: On this question, have you made any representations to the various provincial governments regarding this? (At this point there was a temporary break in recording, resulting in the loss of the answer.)

The Joint Chairman Mr. Klein: Gentlemen, I would suggest that the brief of the Anglican Church of Canada be incorporated in the Minutes of these proceedings and printed.

Some hon. Members: Agreed.

The Joint Chairman Mr. Klein: Thank you very much.

Mr. Marshall: Thank you very much, Mr. Chairman, for your reception.

● (10.55 a.m.)

The Joint Chairman Mr. Klein: Gentlemen, we have now representatives of the Social Planning Council, and I would ask them if they would be kind enough to come forward. Perhaps we might ask Mr. Weisback, who is the Chairman of the Advisory Committee for Services to Immigrants, to introduce the delegation that is here.

Mr. Henry Weisback (Chairman, Advisory Committee for Services to Immigrants of the Social Planning Council of Metropolitan Toronto): Mr. Chairman, may I try to introduce the delegation. My name is Henry Weisback; I am the Chairman of the Advisory Committee for Services to Immigrants of the Social Planning Council of Metropolitan Toronto. Beside me are Mrs. Freda Hawkins, a very active member of the committee; Mr. Vivienne Wakley, who is a staff consultant of the Metropolitan Social Planning Council; and Msgr. Mulvihill, who is also a member of the committee and interested in the affairs of immigrants.

The Joint Chairman Mr. Klein: Would Mr. Weisback be good enough to give us a brief summary of the brief that was presented.

Mr. Weisback: Mr. Chairman and members of the committee, we have submitted a brief which deals with the local aspects of the impact of immigration on a community, such as Metropolitan Toronto. I might say at the beginning the Social Planning Council of Metropolitan Toronto is an organization consisting of members of various organizations and individuals in the city; it has a Board of Directors of 45 various community leaders from all walks of life in the city. We are interested in promoting programs on health, welfare and recreational services in the area,

and have been over the years very concerned with immigration, particularly since in the Metropolitan Toronto area a large number of immigrants have settled; and I think it is one of the largest reception areas in Canada.

The Social Planning Council has for years included an immigration section and we have had various conferences, sponsored research projects, and generally co-ordinated the voluntary services for immigrants in the community. At the present time the council maintains an advisory committee on services to immigrants, which has prepared this particular brief in connection with the White Paper. First of all, Mr. Chairman, we would like to complement the Department of Manpower and Immigration on the production of this White Paper because we feel this is a very necessary step in the right direction, and a matter which we have been looking forward to for a long time. We realize, of course, that such a document can not expect to reflect the hopes and wishes of everybody, but we feel that it has given a broad outline of the department's intentions. The council will not comment on every section of the White Paper, since we are mainly concerned with the problems of the local area.

Our first comment therefore, Mr. Chairman, is on the admissible classes and the council supports in principle the proposals contained in this section which regulates the flow of sponsored immigration. It seems to us that the proposals represent an attempt to redress an imbalance which had existed for some years, and which had tended to discriminate against immigration from such countries as Asia and Africa. The council specifically approves the proposal to permit sponsorship of the immediate family by citizens and non-citizens alike, and to limit the sponsorship of members of the extended family to Canadian citizens. We believe that the six-year transition period before this policy becomes effective is an important provision and we hope that it will serve to mitigate any undue sufferings. We also hope that the sponsorship policy will have a periodic review in the light of changing conditions.

We are pleased to note that the government of Canada proposes to continue to admit immigrants on humanitarian grounds, and to adhere to the internationally accepted conventions on the admission of refugees. We have been concerned that no reference is made in the White Paper to sponsorship of individuals, families or groups by responsible

voluntary agencies, or to co-sponsorship of such cases by an agency and an individual. We feel that this may only affect a small number of immigrants, but it would be a very important part of it, and certainly careful consideration would be necessary.

The Social Planning Council also commends the department for its attempt to modify and modernize the list of prohibited classes of immigrants. On the selection and control measures, Mr. Chairman, the Social Planning Council would like to request that serious consideration be given to the rewording of paragraph 83b, and mainly for the purpose of clarification. We believe that, in particular, such words as "criminality", "subversion" and "disloyalty" are too broad and general and are open to a great variety of interpretation. The terms "voluntary" and "wilful indigency" not only describe in our opinion a state which would be extremely hard to prove, but in itself has an offensive ring and could lead to procedures and interpretations derogatory to human dignity, and we will very respectfully request that this particular section of reasons for deportation be removed.

On the financial and other assistance to immigrants, the Social Planning Council is of the opinion that this Section would need considerable study and clarification of the respective roles of federal government departments; divisions within departments; provincial and municipal governments; and voluntary agencies. We are of the opinion that services related to the social adjustment of immigrants are vitally important, and should be well-planned and well-financed by the government. It is noted in the White Paper, a major co-operative effort is needed in this area, and we feel that the steps by which the government proposes to implement this effort should be made public at an early date.

On the services to immigrants as provided within and between the federal departments, we believe that the respective roles of the divisions within the Department of Manpower and Immigration, as well as the role of the social development branch, which I understand is the citizenship branch of the Department of the Secretary of State, should require careful delineation, in order that services may be provided in a continuous, co-operative and constructive manner.

We also feel that the provincial and municipal governments in an area where

large numbers of immigrants have settled, such as the Toronto area, are faced with a major responsibility and problems. Two areas of service where the magnitude of the task is particularly evident are those of housing and education. The Social Planning Council therefore asks that consideration be given to a greater participation by the federal government in the provision of these services, as they relate to immigrants.

The Social Planning Council would also like to draw the attention of this Committee to three particular points in this connection.

First, reference is made in the White Paper (paragraph 102; to the provision by the manpower division of "such family counselling as may be needed". The Council considers that family counselling in depth is a highly skilled activity which experience indicates can best be carried out by agencies established and staffed for this purpose, and is related to the community in which the client lives. Such a service can be provided under the auspices of a governmental or a voluntary organization, but is difficult to provide as an adjunct to what is basically an employment service. We therefore suggest that consideration be given to the purchase of such intensive counselling service from established counselling agencies, where such agencies exist, with appropriate collaboration between the Manpower Division and the counselling agency following referral.

Secondly, the Council would like to raise the subject of government support for community services provided by voluntary agencies. Interesting and very worth-while specific projects have in the past been assisted by federal government grants, but financial support for basic ongoing programs has always been lacking. We therefore would like you to consider that support be given to selected ongoing programs in voluntary agencies which contribute to the establishment and integration of immigrants with continuing support for well-planned research projects.

Finally the council wishes to commend the government for its intent, indicated in the White Paper in paragraph 104, to establish and maintain consultative machinery "so that concerned individuals and organizations can play a fuller part in devising improved methods of assisting immigrants to feel at home in Canada". We urge that this machinery be developed without delay, both nationally and on a regional basis. We have all confidence that agencies, organizations and individuals in

the Metropolitan Toronto area will welcome every opportunity to participate in such consultations.

These are the opinions, Mr. Chairman, as expressed in our committee and we leave those with you for your consideration.

The Joint Chairman Mr. Klein: Is there any other member of your committee that wishes to make any statement.

Mrs. Freda Hawkins (Member of the Advisory Committee for Services to Immigrants of the Social Planning Council of Metropolitan Toronto): I have one point that I would like to make, but I would like the Monsignor to speak first.

Monsignor Mulvihill (Member of the Advisory Committee for Services to Immigrants of the Social Planning Council of Metropolitan Toronto): Mr. Chairman, I would refer to the section in the brief of the Social Planning Council in regard to the opinion that is expressed there in the content of family counselling, set up under the manpower division. I would like to go a step further, perhaps, to enforce this opinion; and this is based on actual experience of what is happening at the moment, and there is a fear that this will continue to happen no matter what the White Paper says. That is, what is happening to our immigrants in regard to job placements without any content of family counselling at all. Two of the voluntary agencies on a check-out done within the past week, have reported—and we have the actual names, the cases and everything else to substantiate this—that they are carrying a load of anywhere from 50 to 75 immigrants on a monthly basis, who have gone, for example, to the National Employment Services for employment and are turned back to voluntary agencies. They are told the employment services are unable to find job placements for them, and in many instances are even referred by the employment services back to the voluntary agencies.

What happens to these immigrants is that, on the voluntary level only, the efforts are made by a person in those offices picking up a phone, perhaps spending hours to try to find a job for these people; they are not totally successful, but at least in 50 per cent of the cases they are successful. This is happening today. I think that you can appreciate the fears that we have when the White Paper says that under the manpower division they are going to make provision not only for job

placement, but they are going to make provision for family counselling, and it is on this basis that we have expressed our opinion that we do not think you will find the qualified people within this department to do the type of counselling that is indicated if today they are not even finding the job placements that they are committed to.

Mrs. Hawkins: Mr. Chairman, I would like to make a point in connection with the sponsored movement, and I would like to refer to your earlier comments that there is no evidence whatsoever to support the belief that there are problems associated with this. I would like to make the point that there is considerable evidence in Toronto to show that the unskilled immigrant is experiencing increasing difficulty.

I would like to draw the attention of the Committee to the fact that three of the briefs which are being presented to you do support in principle proposals for the better regulation of the sponsored movement. Some of this evidence, which is available in Toronto, has already been presented to you in the two reports of the International Institute, but I think it is fair to say that our experience is first that while, as you know, sponsored immigrants have considerable advantages in differing degrees of family protection and in a certain base when they arrive, they also have other disadvantages in the fact that a very large number are unskilled; a very large number have great difficulty with English. We find that both in themselves and in their children there is increasing evidence that the second generation is experiencing difficulty.

I do not want to elaborate on this, because you have that kind of evidence, but I think it leads up to two conclusions. First of all, that the problem of the sponsored movement, with its present imbalances and lack of liberality, must be faced in one way or another. Secondly, that there are two contingencies: if you allow the present flow of unskilled immigrants to come into the Canadian economy in its present state—and I suggest that Toronto is the pacesetter here, an example of what may well happen in the larger towns of Ontario and in Quebec and elsewhere very shortly—if you do this, and I think even if regulations like these are implemented, in any case you are going to have a substantial flow of unskilled immigrants just the same. It is our feeling that government at its three levels must accept a much larger responsibility for training and social services. We would like to

draw your attention to the fact that the social costs of this are high; the social costs of providing good educational facilities are high. It is our belief that they must be provided, but we feel that this problem has to be faced.

The Joint Chairman Mr. Klein: As I understand it, if I may, are you suggesting that unskilled persons be curtailed coming into Canada, or are you suggesting that the government take a more active interest in unskilled persons that come to Canada so as to qualify them for the skilled market.

Mrs. Hawkins: I think that in our discussions in this committee, in the Social Planning Council, we feel that the problems of sponsored movement which, in our view, is responsible for bringing in a lot of unskilled people, must be faced. We have no wish to keep unskilled people out, and we think that even if you try to regulate the system better, because numbers are going up, we are going to have much larger numbers coming into Canada, we are going to have a lot of unskilled people anyway. But we wish to draw attention to the fact that a much greater responsibility for these people should be assumed by government, and particularly by federal government.

The Joint Chairman Mr. Klein: One more question, because one statement did bother me. I just do not know what you meant by it, but you were even suggesting that there was difficulty with the second generation.

Mrs. Hawkins: Right; I am referring here, Mr. Chairman, to—

The Joint Chairman Mr. Klein: School children?

Mrs. Hawkins: Yes; I am referring here, Mr. Chairman, to studies done by the Toronto Board of Education and to a certain extent one of our studies as well. We paid quite a bit of attention to this in the International Institute. This is the problem of the children of immigrants who very often never learn English; the children of parents coming in, there are many examples in a number of communities who never learn English. We are discovering those children are having much more difficulty in the schools than we thought.

The Joint Chairman Mr. Klein: These are children born in Canada?

Mrs. Hawkins: Children born either in or outside Canada, but young children.

The Joint Chairman Mr. Klein: What difficulties are they experiencing?

Mrs. Hawkins: There are other people who are more experienced in this than I, but difficulties in just managing to learn ordinary subjects in English when their English is weak.

The Joint Chairman Mr. Klein: This is not a great problem, is it?

Mrs. Hawkins: It is a considerable problem.

The Joint Chairman Mr. Klein: Would you say that there are great numbers that are experiencing difficulty?

Mrs. Hawkins: Yes, I would.

Mr. Weisback: Considerable numbers in the Toronto area.

The Joint Chairman Mr. Klein: Is it mostly a language difficulty?

Mr. Weisback: It is mainly a language difficulty.

Mr. Roxburgh: May I ask a supplementary. What is wrong with the educational system in Ontario? Are these kids not going to school?

Mr. Weisback: They are going to school all right, but I think what you have to consider, and I think this is what Mrs. Hawkins has been saying, is that you have a child out of an immigrant family. Let us say the child comes into Canada at a very early age and starts going to school. The child not knowing English is at a disadvantage against the other children and there are numerous reports in the Toronto area where immigrant children have had this experience; and this is the reason why, for instance, the Board of Education in the Toronto area has set up a special school. It has been proved that it costs about four times as much to operate this school as any ordinary school, in order to teach a limited number of children to move ahead faster than they would by going to the regular classes. We find that immigrant children are experiencing this difficulty, whether they are born in Canada or come in, because in the families—and I think this is the basic problem—very often, either no or very little English is spoken and by the time the child goes to school it has a very limited knowledge of English, and this is where the disadvantage comes in.

The Joint Chairman Mr. Klein: Some of the greatest nuclear physicists in the United

States have great difficulty speaking the English language. As a matter of fact, I do not think there is a physicist in the vast programs in the United States whose mother language is English.

Mr. Brewin: Mr. Chairman, may I ask a supplementary. Is not one of the problems that definitely the education of children who were born in this country and are not themselves in any sense immigrants, is strictly speaking the responsibility of the provincial government. What you were saying is that you believe that there is some federal responsibility that the federal government should assume for making up for the language difficulties by special training of those who are themselves immigrants; who come with their families when they are young and obviously need some special training. Are you saying—after all we represent the federal parliament here—that in your view, whatever may be the constitutional problems in regard to the educational system as it affects children born in the community, there is some federal responsibility in respect to children who are themselves immigrants, who come in as immigrants. You have to direct your remarks on the other branch of it to giving special assistance to people who are born in Canada of families that are non-English speaking, to the provincial authorities, I suggest.

Mrs. Hawkins: Mr. Chairman, what we are suggesting here is that some of the responsibility for bringing in large numbers of unskilled people, and the ongoing responsibility for their children, must be assumed, we suggest, by the federal government. The consequences of doing this should be faced. I have read the minutes of this Committee and noted discussions you have had about the merits of the unskilled worker, and so on. All we are saying is that experience in Toronto does underline evidence given to you already by Dr. Deutsch and other departments showing the difficulties which the unskilled immigrant has and we are also suggesting here that the children have some difficulties as well.

Mr. Nasserden: Mr. Chairman, I think we are mixing two things here, the unskilled, and then the language problem. Where you have a large concentration of any one language group—and we found that in the early immigration days in Western Canada—there is a bit of a problem, but where there was a great number of different language groups in a community, they learn English a lot faster,

and this is probably the problem. I doubt—it may be true—whether they were skilled or unskilled is as important as the concentration of a group.

Mr. Weisback: I think what you will find Mr. Chairman, is that amongst the unskilled you also have the problem, likely more so than any other, of a lower level of education and out of that results the reference, I would think, to the unskilled worker. Generally an unskilled worker coming into the country, also comes in with a lower grade of education than generally the skilled worker. The skilled worker will not only have picked up the occupational training, but also a higher degree of academic training than the unskilled worker has, and I think a combination of that results in the problems we are facing in some areas.

The Joint Chairman Mr. Klein: What is the percentage in your view. What percentage of the immigrant children are finding this difficulty as opposed to the over-all immigrant child.

Mr. Weisback: I do not know whether we are able, Mr. Chairman, to give you an exact—

The Joint Chairman Mr. Klein: It would not be a big percentage.

Mr. Weisback: I would not say it is the majority of the children, but I think the Board of Education in Toronto had some statistics on this.

Mrs. Hawkins: Yes, they have. This is a problem we are just coming across, Mr. Chairman.

The Joint Chairman Mr. Klein: Would you mind sending us in your statistics by mail?

Mr. Weisback: We can try to get them from the Board of Education.

Mr. Régimbal: I would be interested in knowing the proportion of children of immigrants, rather than immigrant children also, because I suspect that possibly the percentage is so low that we are down to cases, rather than a situation in principle.

Mrs. Hawkins: This is a problem which we are just encountering in Toronto. I doubt whether people can give you very precise statistics, but all the work that is being done suggests that this is a larger problem than they thought.

I was just saying, Mr. Chairman, that I think, first of all, the Toronto Board of Education would be able to give you better statistics than we can of the rate.

The Joint Chairman Mr. Klein: You do not have them available but we can get them?

Mrs. Hawkins: No. But this is the problem—I think I am right in saying—of which Toronto only recently has become aware. Ontario is becoming increasingly aware of it. Like many of the things you are having to consider it cannot be precisely documented yet but the evidence points this way. That is all we are saying, I think.

Mr. Ryan: Mr. Chairman, first of all, I would like to welcome everybody present to the great riding of Spadina. I did not get a hole-in-one yet today. At the outset, I would like to make an observation or two on what we are currently discussing with respect to what Mrs. Hawkins has had to say. First of all, I would like to observe that I have been knocking on a great many doors in this area for the last six years now and I have called on many immigrant families. I have found on most occasions where the language was not spoken by the parents or parent at home that there would be a child over the age of 10 that I could communicate through. I have found for the most part, I would say, these children do seem to have a very good command of the English language. That is one point I would like to make. The second generation is well on its way, in my humble opinion.

The second point I would like to make is that if one looks at the high school results in the greater Metropolitan Toronto area one will find top students are from origins probably other than Anglo-Saxon. Therefore, it is true, as Mrs. Hawkins said, there are problems this way but I do not think they are insurmountable and I do not think they may be that large. But we certainly cannot disregard them.

I would like to turn to a question or two I would like to ask Mr. Weisback in connection with the brief. At page one he tells us that the Metropolitan Toronto area is perhaps the largest local reception area in Canada for immigrants. He goes on further to say that the special needs of the significant percentage of the population who are immigrants at least have to be met. I would like to have an idea of how you define an immigrant in the city of Toronto. At what stage does an old-comer

become a new-comer or is one who is not native born considered an immigrant?

Mr. Weisback: I would think, Mr. Chairman, that anybody who comes to this country after his birth in some other country would be considered an immigrant. I am in that category myself despite the fact that my immigration took place a number of years ago and I am a Canadian citizen. But, I consider myself now a Canadian. But I think still when I am asked by the census-taker about my origin I have to fight with him to tell him I am Canadian. I think an immigrant would be any person who comes to this country or is not born in this country. I do not think that he should be considered an immigrant for the rest of his life. Once he has become a Canadian citizen and integrated into the Canadian way of life I think he ceases to be an immigrant or a new Canadian, as some of these people are called. I think basically he is still a person who chooses this country, maybe voluntarily or not, I do not know, to come here, to live here and to become part of the Canadian society. Now, I do not know what the correct description of an immigrant would be except that I would consider anybody born outside Canada is a person who is considered an immigrant, anyway.

Mr. Ryan: At what stage, in your opinion, on the average would an immigrant family become no longer a problem of the nature you have described?

Mr. Weisback: Again, Mr. Chairman, I would say I would hesitate to make a general rule that anybody, say, after residing in Canada for five years or ten years, is no longer a problem. I think you will find, looking at history, that people have been in this country for 30 years and have possibly not been able to master the language for some reason or another, or have not even become citizens. I do not think, of the two million immigrants you had since the end of the war, you can say that 10 per cent have never been a problem and 20 per cent have been casual problems and the others have been constant problems. I think it is a case of individual adjustment of the person himself; how much desire the person or the family has to adjust to the Canadian way of life or whether the person definitely comes to Canada with a view to staying here or whether some of them, as I know, come here with the idea of staying and look back over their shoulder to decide on a time when they will go back. I do not think you can get a clearcut definition of

when a person is no longer a problem. Some persons may be a problem all their life.

Mr. Ryan: What is your over-all view with respect to immigration into this area of Metropolitan Toronto since the last war. Has it been good, bad or indifferent?

Mr. Weisback: I think it has been good. I think it certainly has changed the complexity of the city considerably. I think it has changed it for the better.

Mr. Ryan: I would like to carry on to another topic mentioned on page 4 of your brief.

Mr. Roxburgh: Before you do, may I ask a supplementary question while we are on this topic, Mr. Weisback. I just want to make a statement really more than ask a question. I notice you said "considered as new Canadians". There is no such thing in this country as a new Canadian. Once we are Canadians we are all Canadians. That is all there is, and I would just like to get that across to everybody because those people who have come here are more Canadian in their thinking than a lot of us who think we are Canadians from birth. I would like to really get that across. I know how you did it and I understand it perfectly but once people become Canadian citizens they are Canadian all the way through. I just want to get that plump and plain on the record.

Mr. Weisback: I could be in more agreement with the speaker, Mr. Chairman, because I have never liked the term "new Canadian". I do not generally use it. I do not believe in it. I think I might go along with the term "immigrant" but I do not think there is any such thing as a new Canadian. Also, if you are a so-called new Canadian when do you cease to be a new Canadian.

Mr. Roxburgh: No, you are a Canadian all the way through.

Mr. Ryan: Mr. Chairman, I was just yielding to Mr. Roxburgh for a supplementary. At page 4 of your submission, Mr. Weisback, your council makes a request in section 5 under the heading selection and control measures. You request that consideration be given to rewording paragraph 83(b) chiefly for purposes of clarification. I think this is the very essence of the question. In particular you say something might be done about such words as "criminality", "subversion" and "disloyalty" You criticize them as being too broad and

general and thus open to too great a variety of interpretation.

The term "voluntary" or "willful indigency" not only describes a state extremely difficult to prove, but has in itself an offensive ring, and could lead, in application, to procedures and interpretations derogatory to human dignity.

I am very interested in this. It seems to me we should catalogue what these kinds and bad activities are much better than we have. I am wondering if you have any ideas on just how this should be done. Should it be crimes of violence only that would outlaw a man from Canada or what kind of crimes?

Mr. Weisback: Well I, think, first of all, Mr. Chairman—

Mr. Ryan: First of all, Mr. Weisback, maybe I should say there is a provision in the act that a man's record can be forgiven him after ten years in some cases and five years in others, depending on his age. The discretion is with the Minister of Manpower and Immigration but that will be changed under the Immigration appeal board act which will shortly go to the house. So with that in mind, perhaps you would like to answer.

Mr. Weisback: I think, Mr. Chairman, what we were discussing particularly is the question of how is this going to interpreted. What do we mean by criminality. Is a person,—let me take one example—who is sentenced, let us say, for impaired driving and receives a six months sentence and loses his drivers' licence for a period of time, to be considered a criminal under this section, to be deported? Or, what are the kinds which are to be considered for deportation? The same is true of subversion and disloyalty. What do we mean by disloyalty? I think the term disloyalty in itself can be interpreted any way you want to interpret it. A person may be considered disloyal because he happened to be an immigrant and he speaks at a meeting and says some unkind words about the government. Is that considered disloyal? Is that going to be a reason for deportation? These are some of the thoughts we had in mind when we asked that this be clarified. What are the meanings?

The same, of course, is true of subversion. Then, of course, the whole question of the second part of it is the question of voluntary and willful indigency. I think here particularly we were of the opinion that this was a very harsh statement because we just do not believe—maybe we are too high thinking

—that a person would willfully place himself in such a position. I rule out that there may be possible exceptions. But on a general basis we just do not believe that a person willfully would seek public assistance because he just refuses to work, and so on. I think a lot of clarification is necessary. In this particular thing we feel this should be eliminated altogether. A person just should not be deported because he happens to get into a bad state and he needs public welfare. We do not feel he does it voluntarily. He does not do it on purpose.

Mr. Ryan: It is only the deportable field you are worried about?

Mr. Weisback: This is what it says.

Mr. Brewin: Does it not apply equally to the admission of people? Do you think people should be denied the right to come to Canada because somebody has them on a police list and they are supposed to be subversive?

Mr. Weisback: Yes.

Mr. Brewin: You think they should be denied admission?

Mr. Weisback: No, no. I thought you meant—

Mr. Brewin: You disappointed me, Mr. Weisback.

Mr. Weisback: You know I would not go along with that.

Mr. Brewin: Is it not true a lot of people today are not allowed into Canada on the grounds that they are supposedly subversive although this is not stated and just because they may appear on some police list and they have no means of meeting this case at all?

Mr. Weisback: This would apply equally. As we said, it could be a very minor offence. Being a trade unionist, I can give you one example of what can happen to a guy and what has happened to persons recently. He can be charged with some infraction on a picket line, be sentenced to six months in jail and be deported. This could have happened here or could have happened in his country of origin. I think in both cases this should not be considered a criminal act unless he is really involved in something which is serious. Then, I think you need to look at it. But, I think this is where criminality ought to be clarified.

The Joint Chairman Mr. Klein: Gentlemen, I still have several speakers on the list but we are trying to follow a schedule as closely as

we can. We are now running a half hour late on this presentation. Therefore, I would ask the members to try and keep their questions within the realm of the schedule. There is a large delegation here ready to be heard. So I will ask Mr. Enns to continue now.

Mr. Enns: First of all, I have just simply a question for information. Is the Metropolitan Social Planning Council a member of the Ontario Welfare Council?

Mr. Weisback: Yes.

Mr. Enns: And yet you have presented separate briefs.

Mr. Weisback: That is right.

Mr. Enns: Because you feel there are special problems in the metropolitan area?

Mr. Weisback: Yes.

Mrs. Hawkins: They are rather similar.

Mr. Enns: Yes, I recognize that. I do not want to add any further specific questions to those already asked except to salute you for having endorsed the call for a wider recognition of the need for consultative services. If we were to apply this to the act I find that section 104, which calls for the establishment of consultative machinery, seems to be the real place at which the meat of your argument can be aimed. Too often we are willing to spend money on remedial measures whether it is to meet social need or penal reform or what have you rather than do the more costly thing initially, as you have said. This is not, I suggest, a problem only with immigrants. It is a problem with many other Canadian families in need. I do not want to make any further comments.

Mr. Régimbal: I have two short questions, Mr. Chairman, for clarification. On page 4 in section 3 of your brief you mention:

...Council is concerned that no reference is made...to the sponsorship of individuals,...or to co-sponsorship of such cases by an agency and an individual.

Could you give us an example of what you mean by co-sponsorship.

Msgr. Claude Mulvihill (Member of the Committee, Social Planning Council): If I may answer that, Mr. Chairman. This would refer to the question of co-sponsorship in cases perhaps where settlement arrangements are not entirely satisfactory to the department. In an instance such as that we contend

that a reputable agency should be in a position to be able to support the settlement arrangements to enable these people to move. This would be such things as assisting them in accommodation, furniture and all down the line. Does that answer your question?

Mr. Régimbal: On the top of page 6 you state:

The Social Planning Council asks that consideration be given to greater participation by the federal government...

Do you have any examples in mind or specific suggestions to make along this line?

Mrs. Hawkins: This relates to two points about the total area providing services for immigrants. It has been the experience of agencies with which we have all worked, Mr. Chairman, that, first of all, there has been a vacuum really in service groups for immigrants in federal-provincial relationships. There has been another vacuum in the relationship between both these areas of government and voluntary agencies. As Mr. Enns or someone else said, the White Paper does refer to a major co-operative effort which is needed between levels of government and the community. In this section of our report we are drawing attention to this, and asking that perhaps this Committee, the department itself, the minister and the federal government give a good deal of additional thought to the way in which this co-operative effort could be initiated; that is, between all levels of government and the community. There are many services for immigrants, the skilled and unskilled, which at present do not exist which we here in Toronto see an urgent need for.

Mr. Ryan: Mr. Chairman, may I ask a supplementary? In this co-sponsorship area are there many United Appeal agencies in the metro area that are interested?

Msgr. Mulvihill: There would be some, yes.

Mr. Ryan: More than one?

Msgr. Mulvihill: Oh, yes, I think, three or four would definitely be interested.

Mr. Régimbal: Just one phrase struck you in section 104 and it struck me also. I was surprised to see it there.

...to establish and maintain consultative machinery 'so that concerned individuals and organizations can play a fuller part in devising improved methods of assisting immigrants to feel at home in Canada.'

The thought went through my mind that we could also devise improved methods of assisting Canadians to feel at home in Canada.

Senator Desruisseaux: If I may, Mr. Chairman, I think you should be commended for the work done by the Social Planning Council. The rate of growth in Toronto, as I understand it from the records, has been 41 per cent in the last ten years. Part of that has happened through relocation and immigration. I think from what we read in statistics recently issued that the rate of growth through immigration in Toronto was very high. Possibly it is one of the highest in Canada. You raise two questions on page 6 of your brief:

The Social Planning Council asks that consideration be given to the greater participation by the federal government in the provision of these two vital services—

—housing and education. I do not know what your thinking is on housing. As to education, well, we have a great problem, as you well know; I think it mostly provincial. But what about housing?

Mr. Weisback: Well, I think, Mr. Chairman, if you followed the recent developments, particularly in the Toronto area, you will have noticed we are faced with a pretty serious crisis in the housing field. What we feel, particularly, for the newcomer who comes into this country is that very often we find a person will either be in a position where he has to take poor housing to start with and also be subject to pretty high rents for very poor housing. I think if you take a look at some of the areas of Toronto where immigrants are concentrated you will find very often that a person coming in will face this immediate crisis of not having proper shelter provided. On top of it they would also be subject to pretty high payment for the poor shelter they are getting. The total problem in the Toronto area is the very serious housing crisis, and we feel not only the federal government, but all levels of government, municipal, provincial and federal, will have to take a serious look at the question of housing. I do not think we are doing the newcomer or Canada a service if we bring people in and then we have no place for them to live. I think from that point of view we are concerned that the question of housing be given serious consideration on a co-operative basis.

Senator Desruisseaux: This is not just really a Metropolitan Toronto problem?

Mr. Weisback: Not only, no, no, I would not say it is Metropolitan Toronto. Possibly at the moment and for the past years it is more prevalent in the metropolitan area but I think the housing of a person, unless he has a sponsor and moves in with a family, has always been a serious problem. This has been my experience and Msgr. Mulvihill can possibly give you hundreds of examples.

Senator Desruisseaux: Is this your thinking, then, that housing should be provided for immigrants, or is it your thinking that we should consider those wanting to relocate in certain areas? Metropolitan Toronto, I think, is one of the lowest unemployment centres of Canada.

Mr. Weisback: At the moment.

Mrs. Hawkins: This is one of the urgent problems we would like to draw attention to that have to be faced by immigrants. Young immigrants coming in from all countries and young families have very great difficulties in Toronto and in other towns in Ontario.

Senator Pearson: I am just wondering is there any reason why the immigration department should not direct immigrants to this country to certain areas rather than allow them to go where they want? They are concentrating in Toronto, as you say, right now. Apparently Toronto is having trouble in finding housing for them. I do not know whether or not the situation in other areas is as bad as in Toronto, but it seems to me that this is a problem and that the federal government should direct immigrants to certain areas rather than allow them all to wander into the big cities—the metropolitan areas.

Mrs. Hawkins: That has been attempted Mr. Chairman, by a variety of means, and it proves very difficult to do.

Msgr. Claude Mulvihill (Member of the Committee, Social Planning Council): I think there is also a basic principle here, one that we have always operated on—and I think that you would be the last one to see it broken—which is that Canada is a free country and, therefore, when we are admitting people to this country they are just as free to move as we are. If you were to lay down the principle that they must go to a particular area, we are—

Senator Pearson: I do not say that they must go to a particular place but that they should be directed by inducements to certain other areas.

Msgr. Mulvihill: I think that if you checked that out you would find that the Department of Immigration, through its offices, has made a very serious effort to do just that; but when you talk about immigrants moving, other factors are usually involved, such as family ties, etc. This is what we are up against.

Mr. Weisback: In addition, Mr. Chairman, the employment situation comes into the picture.

Msgr. Mulvihill: May I add just one more point, Mr. Chairman, on the importance of housing?

Certainly some of the thinking behind the members of the committee that worked on this draft was that perhaps the Department should think in terms of the Australian experience. If we are going to attract large numbers of immigrants to this country at least some temporary type of housing should be supplied by the government until such time as the people can relocate themselves. I think that is the indication on housing here.

Mrs. Hawkins: This has always been a difficult problem, Mr. Chairman, and we feel that perhaps there is an urgent need now to look at it again.

Mr. Nasserden: I have a supplementary on that. You refer to the type of housing. Is there a need for accelerated urban redevelopment here in Toronto to meet the problem that you are talking about?

• (11.50) a.m.)

Mr. Weisback: There is; and I think that certain attempts are being made; but I think that what you will find is that urban redevelopment very often results in dislocations and that this is where the other problems come in. Generally you find the immigrants in the areas where urban renewal is necessary, and then, of course, we have, at least for a period, to shift these people somewhere else. It is a whole complex problem as far as Toronto is concerned.

Although attempts have been made in the field of public housing, and so on, we still have a long, long way to go before we can say that we have some proper housing facilities available.

The Joint Chairman Mr. Klein: Do you have something supplementary, Senator?

Senator Desruisseaux: Thank you. Do you feel that if we make temporary housing avail-

able to immigrants who require it there would be some feeling on the part of others that they had been forgotten on this?

Mrs. Hawkins: Some of them are very temporary transients...

Senator Desruisseaux: When you say "transient" do you mean months?

Mrs. Hawkins: No; for a limited length of time, and you run into problems immediately; but we still feel that perhaps something like this should be looked at again.

Senator Desruisseaux: Do you mean the barrack type of accommodation?

Mrs. Hawkins: No. The Australians have been through all this. They have had great difficulties but they have still found themselves obliged to do this in one way or another. All we are suggesting is that something of this kind be looked at again. In fact, the department very often does provide temporary accommodation now.

The Joint Chairman Mr. Klein: Mr. Brewin?

Mr. Brewin: Mr. Chairman, I want to ask about one relatively small point. I would not like to be misunderstood, because I think that this is an unusually helpful and constructive brief, but there is one point where I take issue with a conclusion that you have made and I would like to ask about it.

You say that the Council approves of the proposal—this is at page 3—

to limit sponsorship of members of the extended family to Canadian citizens.

Now, it is true that you go on later to say

We further consider that the time is ripe for re-examination and revision of the Citizenship Act and the procedures governing its administration.

I want to put to you the point that this is not a sound way of limiting sponsored immigrants; that if somebody has come to this country and perhaps been here for a required period—say, five or six years—and for some reason or other, either because they themselves have not applied for citizenship or, what may well be the case, that they have applied for citizenship and been turned down, this is not a good reason, if they are otherwise fully qualified.

I put it to you—and you seem to be cognizant of it already because you refer to re-

examination and revision—that citizenship is a privilege, and that it is denied, without reason given, by government authorities. I have tried to persuade them to change the rule but I have no reason to believe that they will. I suggest to you that to hinge the right to sponsor a member of your own family—and this is what we are talking about—on refusal of citizenship is not a sound procedure.

I do not know whether you have given thought to this matter, but I am unhappy about it. It is only a small detail in what I otherwise think is an excellent brief, but I do feel unhappy about that particular reference.

Mr. Weisback: I might say, Mr. Chairman—and I do not want to give away any trade secrets—that we arrived at this wording, or at this approval, after some very lengthy and serious discussions in the committee.

To be quite truthful with you there were others in the committee who were of the opinion that they should do exactly as Mr. Brewin has said—that admission should not be limited by citizenship—but finally we came up with this wording; and we wanted to clarify it and say that we, however, feel that it is necessary to review these things, and that there may be also exceptions to the rule.

Mr. Brewin: I might put it this way to you, that if we are successful in re-examining and revising the Citizenship Act you might not be in favour of this limitation.

The Joint Chairman Mr. Klein: Thank you very much.

Mr. Ryan: Mr. Chairman, on a point of personal privilege before we conclude with these witnesses, I would like to correct a statement that I made off the top of my head. I said that the Minister had a discretion to admit applicants with criminal records from abroad. I said that it was a ten year and five year proposition—that that was the best of my recollection. I have just had a chance to look at the act, section 5, and it is five and two years; 21 years being—

Mr. Brewin: Another statement you made Mr. Ryan, which was that the Immigration Appeal Board will deprive the Minister of that discretion. I think that if you look at it you will find that it does not.

Mr. Ryan: That is right.

The Joint Chairman Mr. Klein: May I ask the Committee an opinion on a very mundane matter? Should we adjourn for lunch at one o'clock to the hotel, or to a room that might be available to us here?

Some hon. Members: Right here.

The Joint Chairman Mr. Klein: All right.

Now, gentlemen, I will now ask my co-Chairman, Senator Langlois, to chair the meeting.

An hon. Member: When are we going to adjourn for lunch?

The Joint Chairman Mr. Klein: We will adjourn at one o'clock.

• (12.05 p.m.)

The Joint Chairman Senator Langlois: Since we are about four or five minutes late I think we should resume now.

We have before us the Mining Association of Canada, and on your behalf I wish to apologize for our being behind schedule.

I will ask Mr. Wansbrough who is the Vice-President and Managing Director of the Mining Association of Canada to introduce his group. Mr. Wansbrough.

Mr. V. C. Wansbrough (Vice-President and Managing Director, the Mining Association of Canada): Gentlemen: The members of our delegation are, sitting on my immediate right, Mr. De Bastiani, who is the Manager of Denison Mines; next to him, Mr. Stovel, Director and Vice-President of Kerr Addison Mines, who is also here as spokesman for the Noranda group of mines; next, Mr. Barrington, president of McIntyre Porcupine Mines and First Vice-President of our Association; Mr. Healy, Vice-President of Falconbridge Nickel Mines; Mr. Byrne, President of Discovery Mines, Northwest Territories; and Mr. Pitcher, Vice-President, Giant Yellowknife Mines and United Keno Hill Mines.

The Joint Chairman Senator Langlois: Now, Mr. Wansbrough, would you kindly give us a brief outline of the presentation that you wish to make here this morning.

Mr. Wansbrough: I understand, Mr. Chairman, that the brief is in the hands of every member of the Committee. Fortunately, it is a brief brief, and I will try to make it a little briefer.

First of all the Mining Association of Canada very greatly welcomes the opportunity you have given us of meeting you in this

way today. For the purposes of identification the member companies who form our association are listed on the back, and from that I think you will see that we are a national organization representing the mining producers of base metals, gold, uranium, iron ore, and industrial minerals, such as potash and asbestos.

If I may draw your attention to page 2 in the second paragraph I would like to read that because it outlines the main purpose and gist of our submission.

The purpose of this submission is to describe the difficulties which many mining companies have experienced during the past two years in recruiting in Canada a labour force adequate to maintain their productive capacity; and to suggest that the mining industry will continue to suffer from shortages of suitable manpower unless greater recourse is made to immigration and the educational requirements for unsponsored immigrants are modified.

Now, I would like to make it clear at the outset, Mr. Chairman, that we are speaking specifically of and for companies that are engaged in underground mining operations. The conditions that we describe, or are about to describe, do not necessarily apply to large open pit operations, such as the iron ore companies of Quebec and Newfoundland. Their problem is somewhat different. We are speaking particularly of underground mining operations, and in this respect shortages in manpower, skilled and unskilled, have been felt quite severely for more than two years. When we saw this coming a couple of years ago we made a general assessment of the situation throughout the industry, and at that time, 1965, the survey indicated that there was a shortage of some 4,000 men, about 1,000 of them in various categories of skilled workers, but the great majority were really mining trainees for underground mining.

There followed a series of discussions with the federal authorities and page 3 describes the efforts that mining companies have made on their own behalf, and in conjunction with federal agencies, especially the National Employment Service, as it was then called, to meet this shortage. Those efforts, by the way, included advertising, sending recruiting teams into all parts of this country, expanding training schemes, and so on. It soon became clear that the type of unemployed worker that might be presented, for example, through the

National Employment Service was not usually suitable, for physical and other reasons, for underground mining employment. So that during a period of two years these efforts have really not been at all fruitful.

On page 4 we refer to a meeting last September between a group of industry representatives and senior officials of the Department of Manpower and Immigration.

As a result of that meeting, the Department of Manpower, to our great pleasure, decided to institute special surveys, both on the availability of men and the requirements of the mining industry in the five regions across the country in which that department divides the country. The five regional directors were authorized, with the assistance of industry advisers, to make these special studies.

The full results of these studies are not yet available, but we know enough about them to be quite certain that they will show, one, that there continue to be serious current shortages and, two, that there is the prospect of long term shortages in manpower suitable for underground mining operations, particularly in Ontario, in Manitoba in the Prairie Provinces, generally, and in the remoter northern mining areas of Canada. Secondly that in spite of local and regional pockets of unemployment there is no adequate pool of manpower in this country from which these shortages can be met.

Although skilled tradesmen are, of course, in short supply, the shortage remains—men who are physically suitable to undertake underground mining occupations. What are really wanted are mining trainees, that is, young men from twenty-one to thirty years of age, in good physical condition, intelligent, adaptable, and capable of being trained for mining occupations. There is no prospect of finding such men in Canada in anything like the required numbers which are still very substantial.

The industry is convinced that to meet this need greater recourse must be had to immigration, and the barrier to effective overseas recruitment is the present provision that an unsponsored immigrant, to be eligible for admission to Canada, must have grade 10 or grade 11 education.

We then made some quotations from the White Paper on Immigration, Mr. Chairman, chiefly to show that we are really quite familiar with its contents and to underline what it says about the great need of upgrading the

educational standards of all Canadians and not detracting from that effort by admitting in too great numbers immigrants of less than the required educational standards. This we fully understand.

I would like to say, just in passing, that in our talks with the officials of the Department of Manpower and Immigration they have always expressed the fear that if immigrants of less than the required educational standards are admitted they might fail to stick to their jobs, drift off to large urban centres and so join the ranks of those less qualified for other employment.

As far as the White Paper deals with this matter of the need for upgrading educational standards, it is very hard indeed to disagree with it as a general philosophy for this country. But, as we say at page 6, we cannot believe that the considerations set forth there take into account all the facts with which industry, and our industry in particular, is currently confronted. There are occupations in this country which do not call initially for high standards of education, and the higher the level of general education among Canadians the fewer persons that are going to be willing and able to accept such employment. Underground mining is one such employment. A set level of high school education is simply not a pertinent criterion in judging the qualifications of a mining "trainee". A man of grade 10 or 11 education can be expected to look elsewhere for his employment.

We believe that this point has had insufficient attention in framing the immigration policy.

The type of immigrant that we have in mind has been in fact the backbone of the labour force of the mining industry in the past. He has made a satisfactory life for himself in the industry. He has contributed greatly to its growth and progress. He is the kind of man we shall continue to need in this country if the future progress of our primary industries is to be ensured. It will, in our view, be a great mistake if the immigration door is barred to this type of needed immigrant.

Mining companies are prepared to work in close co-operation with the immigration authorities in the recruitment and selection of the type of immigrant required. They undertake the responsibility for training such men to become competent and skilled miners.

They also undertake to give language training and generally to assist the immigrant to adjust to his new environment. Of course, the acquisition of skills as a miner broadens the immigrant's range of employability as these skills can be put to use in various other industries such as construction.

Mining companies are prepared to assure such immigrants of steady employment.

The next section, on page 7, Mr. Chairman, touches upon the effects of these shortages upon mining production in this country already. These shortages have taken their toll of the productive capacity of the industry. Some mines have been forced to cut back on their production. Development work, which is vital for future production, has had to be deferred. Some expansion programs have had to be curtailed or postponed; and manpower shortages in some instances have been an important factor in the premature closure of some operations. All these points could be documented in detail by my colleagues on this delegation, if you so desire.

We want to remind you, Mr. Chairman and members of the Committee, that we are dealing here with an industry which is responsible for the production of \$3 billion worth of new wealth per year. We are looking forward to a resurgence of the uranium industry, a great expansion in the potash, and considerable expansion in Canada's base metal production. The industry is responsible for 30 per cent of Canada's total exports. It hopes to be in a position to make an even greater contribution in the future to the declared national aims of increased productivity, increased exports, and increased employment. These aims cannot be realized without an adequate and stable labour force.

It is our belief that in the current circumstances an adequate and stable labour force in the mining industry cannot be achieved without keeping the immigration door open to suitable and selected immigrants, even if their educational standards are not those at present required by departmental regulations.

The inflow of such immigrants should be provided for, so that companies in need of such men are free to recruit them as circumstances warrant.

No one questions the desirability of giving priority of choice of employment to Canadians. That must always be a matter of top priority. But there are productive jobs to be

done in this country, which make it necessary and desirable for us to supplement our present labour force.

Our recommendation is therefore that our immigration policy should be sufficiently flexible to provide for the admission of workers whose qualifications for the type of job we are speaking of are simply not determined by any set level of high school education.

That, Mr. Chairman, is our brief, in essence, and I am sure that my colleagues will be most pleased to expand on any of the points, or illustrate them, and to answer any questions that members of the Committee may desire to ask.

The Joint Chairman Senator Langlois: Senator Pearson, do you have a question?

Senator Pearson: I certainly agree with your brief. It has been my point all along that our immigration program is too restricted. I feel that education is not the only standard to go by. There are a great many places where we could use unskilled men in this country, or men with less education than the Immigration Department is asking for.

The question I would like to ask is: Has the Mining Association considered, or would they ever consider, setting up an area for the instruction of men for work in the mining industry?

In this connection I am thinking of an American potash company in Esterhazy. They came in there without any great supply of men, and they undertook to train the farmers in that area. They took young men who wanted jobs from the farms. They did not leave their farms, but they took extra time. When the harvest was on they left the mine and went out to the harvest. This company undertook to train these men for this particular work, and I understand that it has been a very satisfactory move on their part.

I was just wondering whether or not the Mining Association could do this in a very large way and set up an area where they could train men for their particular jobs in mining and working along with the Immigration Department in sponsoring certain men from Europe or other parts of the world?

Mr. Wansbrough: I wonder, Mr. Chairman, if I might ask one or other of my colleagues to speak on that point? Mr. Barrington, would you care to say something?

Mr. J. D. Barrington (President and Managing Director, McIntyre Porcupine Mines Limited): I am speaking for McIntyre, but I think I can speak for all the other mines of any size in Canada. They all have schools for miners. At McIntyre at the present time we have two school stokes and we have no students.

Senator Pearson: It is a question, then, of getting immigrants—

Mr. Barrington: That is right; it is a question of getting immigrants. We have no students at the present time, and those two school stokes are closed down.

We undertake, as I think does every other mine of any size, to train these people, to make miners out of them; and we have found in the past that they make excellent miners.

Senator Pearson: You cannot get the young men through the department at all.

Mr. Barrington: That is right; unless they have grade 10, or the equivalent of grade 10; and anybody who has the equivalent of grade 10 may come and may mine, but he will not stay too long.

Mr. Ryan: I have a supplementary question.

Is the school in Haileybury still in operation?

Mr. Barrington: Well, that is a different thing entirely. That is a school for technicians. I am talking about underground miners. We all undertake, and do, the training ourselves.

Mr. Ryan: At Esterhazy is it underground mining?

Mr. Barrington: Yes; some of it is, anyway.

Mr. Nasserden: Are you aware of any pool, or any substantial number, of people who would fit your need, who are available in Europe, or any other place?

Mr. Wansbrough: Mr. Stovel will comment on that.

Mr. J. H. Stovel (Executive Vice-President, Kerr Addison Mines Limited): Yes; we do know that as of a year ago last October we had a recruiting team in Italy, and after interviewing nearly 500 people they recruited 225 who wanted to come to Canada. This was for Kerr Addison and several of the Noranda group of mines.

When our recruiting team went overseas the Department of Immigration, as it then was, led us to believe that as long as people had the equivalent of public school education they would be admitted to Canada. While we had our people recruiting over in Italy the regulations were changed and we found that they were all turned down because they lacked the grade 10 or 11 formal education.

Mr. Nasserden: Do you mean to say that you did not bring in any of the 225?

Mr. Stovel: We brought in five who did meet the qualifications.

Mr. Roxburgh: Mr. Wansbrough, there has been considerable work done by the Department of Manpower down in the Maritimes and through there were, as we all know, a number of the mines have been closed. I would like to know what percentage, if any, of these coal miners who have been given the opportunity to go to a northern mine have accepted? Have you been able to get any, and is there any possibility of more from that area?

Mr. Wansbrough: Some members of our delegation have had direct experience of this. Would they care to speak?

Mr. E. L. Healy (Vice-President Nickel Division, Falconbridge): I do not wish to speak for another company, but I do know of one company—a very large company—that went down to the Maritimes recruiting, and they lost over 70 per cent of the recruits they brought up within the first six months.

Mr. Roxburgh: How long ago was this?

Mr. Healy: This was approximately one year ago. Our own company did not go to the Maritimes but we went to Newfoundland; and our experience was almost identical.

Mr. Brewin: Did they go to a higher-paying industry somewhere else, or what happened to them? Did they just disappear?

Mr. Healy: It seems that they do not care for working in this type of work and being away from their homes in Newfoundland and in Nova Scotia. It has been very difficult to keep them in new areas

Mr. Nasserden: What has been the situation on housing in these two cases? Was there housing for their families if they had wanted to bring them?

Mr. Healy: Yes; to the best of my knowledge, there was housing in these areas. It was tight.

Mr. Nasserden: Do you mean that it was in short supply, or high in price, or both?

Mr. Healy: I could not say on the price; but they were in short supply.

Mr. Roxburgh: We have our own Canadian unemployed at the present time and there always will be some. What success has the mining industry had with their training? You have your schools. You have practically answered this question but I wanted to get this on record; I have a reason for it. What success have you had with the training of our own Canadian unemployed?

Mr. Healy: I will speak for our company. I think that other members of our delegation have accurate figures from their experience. In our school stokes we have been a little more fortunate than those in some of the remote areas in being able to get some men but we have been able to retain only about 40 per cent for six months after the completion of their training.

Mr. Roxburgh: Where would they go then?

Mr. Healy: We have asked them their reasons for quitting, and there is every reason under the sun, such as, "I do not like mining," or "My wife does not want to live here," there is no pattern to the reasons that we received.

Mr. Roxburgh: Coming back to the Nova Scotians or the Maritimers, the main reason, so far as you or the other representatives are concerned, was that they were not satisfied and that they wanted to go back to the Maritimes. In other words, they did not want to move from the Maritimes to better themselves, we will say, up there?

Mr. Healy: This was our experience with those from Newfoundland. I have been told that this was the experience with others from Nova Scotia.

An hon. Member: Was the type of work underground work? Is this what you mean?

Mr. Healy: In our case, about 80 per cent underground; some surface.

An hon. Member: No open pit?

Mr. Healy: Not in our company, no.

I think Mr. Wansbrough might invite one of the other delegates to talk on this question of training.

Mr. Roxburgh: One more question and I am finished. On page 6, in paragraph 5, you say:

The type of immigrant we have in mind has been the backbone of the labour force of the mining industry in the past.

What has happened to that main force that has been the backbone? This is what you are after now and we realize it and I agree 100 per cent with your thoughts on this. What is the reason that you have not got the force now. You had it at one time. These people were satisfied to work underground.

Mr. Stovel: May I answer? That force was adequate a few years ago. Our industry has been expanding; we have not been getting immigrants of this type in the country and these immigrants are not a self generating, regenerating force to the mining industry. Their sons and daughters are being exposed to good schools in the mining communities, have gone through high school, have become technicians, and are working in the industry, but are not working at the jobs that their fathers did.

Mr. Roxburgh: They are skilled?

Mr. Stovel: They are skilled.

Mr. Roxburgh: You say here that you need roughly 4,000; that this is essential. If by tomorrow, or within the next year, you can get the necessary number of men required to expand your industry can you give us a rough idea in dollars and cents what that is going to mean to Canada?

That is only a rough estimate but I would just like to get that because 4,000 immigrants are going to bring us in \$4 million to start off with. Now that is what they are bringing into the country. Now by bringing them in what is it going to mean to the country in extra dollars and cents—by your expansion—you are putting out more tons of ore, iron ore, that is from the mining angle, nothing to do with going to mean more money and so on. Just consumption or anything else.

Mr. Stovel: At least 12 per cent per year on a base of \$3 billion at the present time.

Mr. Roxburgh: What is that again?

Mr. Stovel: About 12 per cent per year on a base of \$3 billion at the present time.

Mr. Roxburgh: Thank you very much.

• (12.30 p.m.)

The Joint Chairman Senator Langlois: Mr. Régimbal.

Mr. Régimbal: Is that shortage quite apparent in every mining area, or is it more specific and urgent in the outlying areas, or in new development areas?

Mr. Wansbrough: I think it would be fair to say that the need is not evenly spread all across the country.

Mr. Régimbal: Would you have need, say in Falconbridge and Sudbury to any great extent.

Mr. Wansbrough: Yes. The situation in British Columbia was very stringent for some time. It has eased considerably with a cut-back on some construction work. In the Maritime provinces there is a good deal of unemployment and they are not particularly hard-pressed. I have heard of no difficulties in the regions of Quebec, which are chiefly responsible for asbestos production; there are no great shortages there. But as we say in the brief, in Ontario and Manitoba, very much so, and other parts of the prairie provinces; and pretty generally all across the mining areas of northern Canada the difficulty is particularly and accutely felt.

Mr. Régimbal: Has your need, through recent years, been greater or lesser for unskilled labour? Has not the tendency been to improve the job? I know I worked as a mucker back in 1943 and 1944, and I think things are a bit easier now. Is there a tendency towards not having the same need for unskilled labour?

Mr. Stovel: Mining has mechanized a great deal since you worked underground, sir, but there is still a need in certain types of ore bodies for the use of a mining method that does not lend itself to automation or mechanization.

The mines that were referred to earlier, in Saskatchewan—the potash mines—are highly automated, and a very small labour force turns out a tremendous tonnage.

Basically, we are speaking of mining vein type mines and the gold mines, and mining pillars in sulphide ore bodies, where the productivity per man shift is not too high.

Mr. Régimbal: Where they still need good arms and good legs—

Mr. Stovel: That is right.

Mr. Régimbal: —and a strong back.

I am concerned with one thing. If the tendency is going to be towards less and less labour, would we, by going in strongly for your suggestion, be left with a surplus at any time?

Mr. Stovel: The mining industry has been expanding at such a rate that even if methods which will increase productivity are devised there is no chance of a surplus of miners being left on the country's doorstep.

Mr. Régimbal: On page 5 you say that you would like to abolish the grade 10 and grade 11 stipulation. Have you given any thought to where that level should be?

Mr. Stovel: We think that people should be able to read and write in their own language, whatever it is; which would mean at least five or six years of school. They can then be taught, with some ease, French or English, depending on the communities in which they live when they come over here.

Mr. Régimbal: Then you are talking in terms of, say, bringing it down from grade 11 to grade 7—

Mr. Stovel: Something of that order.

Mr. Régimbal: —if I am following your brief.

The Joint Chairman Senator Langlois: Do you have a supplementary question, Mr. Blouin?

Mr. Blouin: I have a supplementary on education.

I represent a very large riding where mining is the main industry. I notice that to get employment people have to have grade 9 schooling. I notice here that immigrants coming to Canada must have grade 10 or grade 11.

Would you be ready to recommend a lower grade of education? I know this is what you were talking about a few minutes ago, but what grade would you recommend?

Mr. Stovel: The equivalent of public school education, grade 6 or 7, or whatever it may be. The immigrant should be able to read and write in his own language.

Mr. Blouin: In our area, whether they are immigrants on non-immigrants, everyone who goes through the employment offices of these big mining companies has to have a grade 9 schooling, otherwise they do not get employment. This makes it very difficult.

An hon. Member: Are these open pit operations?

Mr. Blouin: Yes.

Mr. Stovel: Open pit operations are—

Mr. Blouin: Well Iron Ore Company, Quebec Cartier Mining and Wabush Mines—

Mr. Wansbrough: We specifically excluded them at the beginning of our brief.

Mr. Blouin: I noticed that.

Mr. Wansbrough: Open pit operations are different.

An hon. Member: I would be interested to know why.

Mr. Stovel: Open pit operations have been using larger and larger and more sophisticated types of breaking and trucking equipment. It is not uncommon to see 8- and 12-yard shovels and 100-ton trucks in open pits in Canada today. With an investment of several million dollars and with one man running it you want a fairly sophisticated individual to train.

Mr. Klein: You are then asking for a higher level of education than a candidate for Parliament. There is no level of education for a candidate for Parliament, but there is in every other branch of the Immigration Department.

The Joint Chairman Senator Langlois: Would you carry on, Mr. Régimbal?

Mr. Régimbal: Would you elaborate a bit on what you say on page 6:

Mining companies are prepared to work in close co-operation with the immigration authorities in the recruitment and selection... They undertake the responsibility of training such men to become competent and skilled miners.

In that same context, I wonder where these trained fellows go to? What kind of turnover do you have to face in your business, and what are the reasons for people leaving your employ?

Mr. Healy: Perhaps I could answer that. In our mine we have had a very comprehensive

training program and we still have it in operation. It has been written up in several of the trade journals. I can give you our experience from January of 1966 through to last week.

We interviewed 1,166 people for jobs, of whom 314 were accepted and who accepted employment. We have a period of adjustment before we put them into training. Out of that 314, 108 were accepted in our training program, which takes 12 weeks; 40 dropped out while in training; 68 completed their training; and we still have some in the training program right now.

Since the 68 have graduated—and they are given certificates recognized by the Department of Labour—24 have quit and 44 have remained with us. Now, this effort has cost us, I would say, \$200,000.

Mr. Nasserden: I have a supplementary. What is the expected tenure of employment for an underground miner?

Mr. Healy: First of all, we find that if we can keep a man with us for 12 to 14 months the chances are that he will stay for several years beyond that. The whole problem is in the recruits that we are getting.

Now if you would like to know about the people whom we have trained, I have put down the regions from which they have come. Ontario contributed 45; Quebec 46; and the rest of them came from the various other parts of Canada. It is interesting to know that we did have 4 from Nova Scotia, but they quit.

Mr. Régimbal: I still do not have the answer to my question about the turnover. Why do they leave? How long is the work-life of a miner?

I am wondering if we are not just going to keep on having the same problem.

Mr. Healy: I would ask some of these people who have been in mining for the last 50 or 60 years to answer that.

• (12.40 p.m.)

Mr. Barrington: McIntyre is 54 years old.

Mr. Régimbal: I was talking about the work-life of a miner.

Mr. Barrington: We have, in our 25-year club, still working at the mine—I do not know the exact figure—somewhere in the neighbourhood of 350 men. Those men will now be in their forties; and these are people who have worked at the mine for 25 years. I

think we have more older men, in the long life of the mine; and I think probably Hollinger and Dome would be in the same position of having older men. I would say that someone working underground, if he likes his job, would be there anywhere from 20 to 30 years, providing his health is good.

Mr. Ryan: Would all these 350 be underground now, sir?

Mr. Barrington: I could not say; but I think most of them are.

The Joint Chairman Senator Langlois: Mr. Laprise, you are next.

(Translation)

Mr. Laprise: Several of the questions which I meant to ask have already been answered. A little earlier, you mentioned that you have done some recruiting, particularly in Italy; I imagine that you have done some in other European countries as well? I would like to know whether mining methods in Europe are similar to those used in Canada?

Mr. E. L. Healy: Do you understand English?

Mr. Laprise: I would prefer an answer in French if you do not mind.

Mr. Healy: The recruiting we want to do in Europe is not aimed specifically at miners. We are looking for young people whom we can train ourselves to work in Canadian mines.

Mr. Laprise: You are not looking for miners in particular?

Mr. Healy: As a matter of fact, no.

Mr. Laprise: Am I to understand, then, that when they arrive in Canada, you train them to work underground?

Mr. Healy: That is correct.

Mr. Laprise: —as you do with Canadians?

Mr. Healy: That is correct?

Mr. Laprise: Thank you.

[English]

The Joint Chairman Senator Langlois: Senator Fournier.

Senator Fournier (Madawaska-Restigouche): Mr. Chairman, most of my questions have been answered, but I have one.

It was mentioned some time ago that there are two schools which have no students. What is the reason for that? What type of schools are they? Do they come under the Board of Education? What type of training do you give an underground man?

Mr. Barrington: They have nothing to do with the Board of Education. They are private schools. We call them school stokes; that is, two places underground which are exclusively used for the training of miners. These are recruits that are being trained along with skilled miners.

Senator Fournier (Madawaska-Restigouche): In other words, they are training on the job?

Mr. Barrington: Yes; and there is classroom training, as well.

Senator Fournier (Madawaska-Restigouche): How many months of training?

Mr. Barrington: I think they get about six months of training, or something in that order?

Senator Fournier (Madawaska-Restigouche): Do you get any assistance from the Department of Labour, or do you pay these men entirely on your own?

Mr. Barrington: In this part we have been paying them on our own. We have had some assistance, though, in other parts of the training?

Mr. Healy: Our program is under program 5, which is the federal and provincial, and that is why we have a Department of Labour certificate. All our records are checked by the Department of Labour of Ontario, on the instruction that we have given these people and the number of hours of instruction in the various phases and elements of mining?

Senator Fournier (Madawaska-Restigouche): In this underground work do you have various levels of knowledge required, or is it all the same? I have never been underground, so perhaps I am asking foolish questions.

Mr. Healy: Our training program is strictly for the miner who works at the face in breaking and scraping and hauling the ore.

Senator Fournier (Madawaska-Restigouche): There is no chance of promotion. You set a standard for yourself and you are going to labour underground for the rest of your life.

Mr. Healy: We have fellows who have become instructors and shift bosses, and who have become staff members. Of course, there is an incentive system, and most mines in Canada have it, by which a man as he becomes more skilled in the trade can actually earn more. We have some people in our area, working as miners, who are making \$9,000 to \$10,000 a year.

The Joint Chairman Mr. Klein: I do not necessarily subscribe to what is contained in my first question, and I ask it merely to elicit information.

It has been said that the mining industry would be successful in getting miners in Canada if they paid higher wages, or wages comparable to other industries. Is this a fact, or what is your answer to that?

Mr. Barrington: No; I would say that is a fallacy. The mining industry is paying wages that are comparable to any other in the country.

Mr. Stovel: I think, sir, the fact is that Elliot Lake, where rates are extremely high in the mining industry, Geco Mines, where rates are high and the Sudbury area, where rates are among the highest, are the places of greatest shortage; so that I do not think wages come into it.

The Joint Chairman Mr. Klein: You do not believe that this is the reason for the shortage of labour?

Mr. Healy: Wages are very seldom given as a reason for quitting.

The Joint Chairman Mr. Klein: I see. How do the wages paid to miners in Canada compare to those paid in the United States?

Mr. Healy: Higher.

The Joint Chairman Mr. Klein: And are all the mines under union contract?

Mr. Stovel: The great majority of Canadian miners are working under a union contract.

The Joint Chairman Mr. Klein: A reason advanced for not permitting these immigrants to come into Canada to work in the mines is that they do not want them to be exploited. Would you consider that the immigrant would be protected against that by the union contract if he came in?

Mr. Stovel: He would have to fit under the terms of the union contract, as does every other employee.

The Joint Chairman Mr. Klein: He would be paid the same as any other employee?

Mr. Stovel: He would be paid the same as any other Canadian employee.

The Joint Chairman Mr. Klein: Now, would you also tell me, approximately, what is the total labour force in underground mining?

Mr. Stovel: I have the figure here for Ontario, but I could not go beyond that.

The Joint Chairman Mr. Klein: I just want an approximate figure.

Mr. Stovel: In Ontario it is approximately 32,000.

The Joint Chairman Mr. Klein: Using that as a base, what would you say the approximate figure for Canada would be?

Mr. Stovel: Something less than three times that, or about 90,000.

The Joint Chairman Mr. Klein: What percentage of that would be represented by those who were originally immigrants and not native Canadians?

Mr. Stovel: That would be very difficult to answer. If I could speak only for the sections of Ontario and Quebec that I have personally worked in, I would think about 40 per cent would be immigrants.

The Joint Chairman Mr. Klein: And in the incoming force—even speaking of the 68 who cost you \$200,000 to train—what proportion would be immigrant and what proportion would be native Canadians?

Mr. Healy: Actually, very few were immigrants, and they did not come into the industry; we had to get them in the labour pool. They were not specifically brought in for mining. Out of the 124 I mentioned I think only 10 are immigrants. The rest are either from Quebec or Ontario and the other provinces of Canada; and there are very few from the other provinces. The bulk of them actually did come from Quebec and Ontario.

The Joint Chairman Mr. Klein: Considering the fact that Canadians are becoming better and better educated as time goes on, are we not running into a situation that the higher the level of Canadian education the smaller the pool is for the mining industry in Canada? This cannot get better; it will get worse?

Mr. Healy: It is going to get worse; we have noticed this in the last two or three

years, because with compulsory education now to age 16 you almost have to end up with a grade 10 at any rate.

The Joint Chairman Mr. Klein: In other words, we can say that the more the native Canadian becomes educated the fewer there are in the field of mining for a manpower pool?

Mr. Healy: This is the point that we have been making.

The Joint Chairman Mr. Klein: This has to get worse and not better.

Would you say that underground mining is less a matter of skill and more a matter of attitude?

Mr. Healy: Actually, a man has to be physically fit; but his education is not too important, so long as he can read and write. We usually expose the new immigrants to people who can speak to them, and with a relatively short period of time—from three to six months—they become skilled miners. As time goes on they build up in these skills and become very proficient in the profession and are quite happy in it.

The Joint Chairman Mr. Klein: Would you not say that a person who is less skilled, or less well educated, makes a better underground miner?

Mr. Healy: In our case, I am sure that a lot of these boys who are earning between \$8,000 and \$10,000 a year could not do it in any other industry.

Mr. Stovel: It is largely a repetitive type of work. An individual with a fairly high level of education soon becomes bored and is then not willing to work there. Manual dexterity is far more important than a formal education; so that you recruit a person more on his aptitude than on his education.

Mr. Healy: As a matter of fact, in that particular case, to take the educational standards of the recruits that we have had, 57 per cent had lower than grade 10 and 43 per cent had better than grade 10. Of the ones who left the industry—or left us, at least—before the training program even got under way, 57 per cent had better than grade 10 education.

The Joint Chairman Mr. Klein: I want to ask you one last question. Projecting it into the future, if this situation continues on the present level when do you see—or is there a danger of—the mining industry dying out in Canada?

• (12.54 p.m.)

Mr. Healy: It is curtailed right now.

The Joint Chairman Mr. Klein: If this is continued, what is the projection? Would it mean that the mines might be forced to close completely within 25 years?

Mr. Healy: Some of them are already there.

The Joint Chairman Mr. Klein: Because of the lack of labour?

Mr. Healy: Right.

Mr. Wansbrough: Mr. Pitcher would like to say a word on this.

Mr. P. N. Pitcher (Vice-President and Managing Director, Giant Yellowknife Mines Limited and United Keno Hill Mines Limited): I would like to speak of United Keno Hill Mines, which is an operation in the Yukon near the Arctic Circle.

This mine was a very important silver producer up until Texas Gulf came in. It was Canada's largest producer of silver. Four years ago it was the world's largest producer.

Last year our through-put was down by 20 per cent, to the point where the mine became non-economic, and we had to put it on a salvage basis. Even worse than that, our development work was down by 43 per cent. This was all due to a shortage of men.

There is one mine. To say that lack of labour alone caused it to be put on a salvage basis is an oversimplification, but certainly if we had been able to do the development that we had hoped and had scheduled to do we might have had a good chance to find the ore to keep this operation going.

By the way, this operation has been the cornerstone of the economy of the Yukon. We had over 550 employees there.

Mr. Blouin: Is this an underground operation?

Mr. Pitcher: Yes.

The Joint Chairman Senator Langlois: Senator Fournier, do you have a supplementary?

Senator Fournier (Madawaska-Restigouche): From the records in your employment office can you tell us what would be the age groups of the applicants? What I want to know is whether you have any applicants in the age group from 18 to 30?

Mr. Pitcher: Yes.

Senator Fournier (Madawaska-Restigouche): Do you have many young people making application?

Mr. Pitcher: Yes, we have some; but not nearly enough.

Mr. Healy: In our particular case, we have 19 per cent who are under 20; between 20 and 25 it was 52 per cent; between 25 and 30 it was 19 per cent; and then the ages between 30 and 45 made up the other 10 per cent.

Senator Fournier (Madawaska-Restigouche): Thank you.

[Translation]

Mr. Laprise: The question which I wish to ask is a continuation of the preceding one, and I will refer to the last paragraph on page 8 of the French brief, which reads as follows:

"The type of immigrant we have in mind has been the backbone of the labour force of the mining industry in the past. He has made a satisfactory life for himself in the industry and has contributed greatly to its growth and progress. He is the kind of man we shall continue to need in this country if the future progress of our primary industries is to be ensured."

Do you mean to say that Canada's primary industry should be staffed with uneducated people?

Mr. Healy: Would you repeat your question, please?

Mr. Laprise: Does the last part of the paragraph mean that poorly educated people should be employed in Canada's primary industry for example?

[English]

Senator Pearson: I just have a short question. Are your wages and pension schemes comparable with the rest of Canada?

Mr. Pitcher: Higher.

Senator Pearson: Much higher?

Mr. Pitcher: No, not too much higher; but they are higher.

Senator Pearson: This is not a problem, then?

Mr. Pitcher: No.

Senator Fournier (Madawaska-Restigouche): How many men would be working above ground?

Mr. Healy: That varies with the different mines.

Senator Fournier (Madawaska-Restigouche): What is the percentage?

Mr. Healy: In our particular case, half. I think you will find that some of the other mines do not have the same ratio because of cases where they have a chemical plant on the surface.

Senator Fournier (Madawaska-Restigouche): Would that be lower or higher than yours.

Mr. Pitcher: For example, United Keno in the Yukon have a very large underground force compared to surface force; it is probably 3 to 1. This is because of the difficult mining conditions.

Mr. Nasserden: You mentioned that you were not able to do development work. Of what is that comprised? Does it require the underground miner?

Mr. Pitcher: Yes. It is underground work; looking for ore—looking for new ore bodies.

Mr. Healy: That is usually where the most skilled man is.

Mr. Pitcher: Yes; also, as you become short of men you tend to take people off development and put them on to production just to keep yourself alive.

The Joint Chairman Mr. Klein: I just want to finish my questioning.

I think you said that the mining industry mines to the extent of approximately \$3 billion a year. I think you also said that if 4,000 miners were added to the labour force the increase in total production would be 12 per cent, which would be approximately \$360 million.

What portion of your output is shipped to the United States, approximately?

Mr. Pitcher: Some of it is shipped as ore, some of it is shipped as concentrate and some of it is shipped as metal.

The Joint Chairman Mr. Klein: The total.

Mr. Wansbrough: It is usually estimated that approximately 60 per cent of all our exports from the mining industry go to the United States.

The Joint Chairman Mr. Klein: Therefore, if I understand it correctly, the balance of payments that Canada has with the United States is largely supported by the mining industry.

Mr. Wansbrough: It is very largely supported indeed.

The Joint Chairman Mr. Klein: If we were to take those figures as correct—and I have no doubt that they are not—if the 4,000 men were added to the labour force and \$360 million of additional ore were mined, of which 60 per cent would be shipped to the United States, by simple arithmetic the balance of payment of those 4,000 men would account for \$216 million.

The Joint Chairman Senator Langlois: Gentlemen, I still have five on my list here. It is one o'clock. Are you prepared to carry on, or do you want to adjourn now until, say, 2.30.

An hon. Member: I think we should adjourn.

The Joint Chairman Senator Langlois: We will have to adjourn for at least an hour and a half because there are two recording machines that have to be picked up at the airport.

The Joint Chairman Mr. Klein: The recording machines are going to be changed and they have to be picked up at the airport.

An hon. Member: Can we finish now, then?

The Joint Chairman Mr. Klein: That will not give them an opportunity to get a bite to eat, and to make the change. In consideration for these young men, who are really working hard—

An hon. Member: What about our witnesses?

The Joint Chairman Senator Langlois: Mr. Wansbrough, is your group prepared to come back this afternoon?

Mr. Wansbrough: This I will have to ask them.

Mr. Aiken: Mr. Chairman, I had my name on the list and I just have one question.

Mr. Roxburgh: We all have short questions. Let us finish.

The Joint Chairman Senator Langlois: We do not want to rush this through, because it is

a very important presentation. We should take all the time that is needed.

Gentlemen, will you be available this afternoon?

An hon. Member: We are practically finished.

The Joint Chairman Mr. Langlois: All right.

Senator Desruisseaux: I think the Mining Association is to be commended for coming before this Committee to expose their problems; because it is also a problem to provide facilities for employment and facilities for those who want to come to Canada and become Canadian, to make Canada a better country.

There are some areas where I am still in the dark, and I would like to ask one or two questions.

Would the labour unions welcome an inflow of labour into mining? That is my first question.

Mr. Pitcher: I do not think there has ever been any problem with the unions.

Senator Desruisseaux: No problems are anticipated?

Mr. Pitcher: No.

Senator Desruisseaux: There is the question of the responsibility for continued employment in these mines. We have had ups and downs in the past and the inventory has grown. What bearing will it have on your latest situation if they open up the doors?

Mr. Pitcher: I would say that there has not been an unemployed underground miner in Canada in 10 years. If you want a job you could get one!

Senator Desruisseaux: That is what I wanted on the record.

There is also the question of what has been happening in other countries, and the temporary labour contracts on three-year and five-year bases for immigrants who want to work in, let us say, Germany—and in other countries—it does not matter where.

What are your views on the possibility of labour contracts over a period of three, four or five years.

Mr. Healy: It is against our present law.

Senator Desruisseaux: I beg your pardon?

Mr. Healy: We cannot bring people in for three years under contract.

Senator Desruisseaux: But what would be your views on the temporary basis if it were made accessible to you?

Mr. Stovel: Sir, if I might answer that question, our union contracts would in many cases prohibit hiring a group for a three-year or a five-year period. In other words, they would be given a sort of super seniority over all union members, and it would be completely unworkable.

Senator Desruisseaux: Would that be the case in a new mine?

Mr. Stovel: It would not apply in the case of a new mine. Most of the members of the association represented here this morning are mines that have been established for some years and they all have contracts with various unions. This contracting of miners from a foreign country—or even Canadians—for a two or three year period would not be looked on with any favour by your unions.

Senator Desruisseaux: Or by you, and for that reason.

Mr. Stovel: I do not believe that I personally, or my company, would be averse to it.

Mr. Brewin: Mr. Chairman, I have two questions. On page 6 you talk about mining companies co-operating in the recruitment and selection of immigrants, and you add this phrase:

—They undertake the responsibility of training such men to become competent and skilled miners. They also undertake to give language training—

What is the form of the undertaking? Is there some understanding with the government of Canada through the Department of Immigration and Manpower, or is this just a reference to the fact that this is their intention? What is the meaning of the phrase "they undertake" these things?

Mr. Wansbrough: Mr. Chairman, I think this describes their current practice; this is what they actually do.

Mr. Brewin: If the government loosened up the regulations in a way that you liked would it be possible to give some sort of undertaking to it that this training in skills and in language would, in fact, be carried out by the mining companies involved?

Mr. Wansbrough: I think there is no doubt about that at all.

Mr. Brewin: It seems to me that if that were possible it would remove some of the objections. Do you think that would be possible?

The Joint Chairman Senator Langlois: If it were possible would you be ready to authorize the immigrants so far as to guarantee a minimum period of employment?

Mr. Wansbrough: I think most companies would. I think the companies themselves would.

Mr. Brewin: I have another question. In answer to earlier questions some of you said that you were nearly all unionized and that you had had no difficulty with the unions with respect to your proposals to enlarge the scope of immigrants. It would certainly strengthen the representation if you could get the unions involved to indicate that to this Committee. That is one point I am suggesting to you.

The other I would like to put in the form of a question: Do you discuss with the unions this adaptation of immigrants to new environment? Do the unions interest themselves in that part of your problem?

Mr. Healy: In this particular area we have had no problems at all. We are looking for men; and as long as we are looking for men they are prospective members for the union and they do not seem to enter into it at all.

Mr. Brewin: It refers here to assisting the immigrants to adapt themselves to the new environment. I wondered if you had consulted with the unions about how that might be done.

Mr. Pitcher: No, not in a formal way.

Mr. Brewin: Perhaps I could go back to this one point and then I will be through. I know that the CLC generally has adopted an expansionist policy. Do you think it would be possible to get some of the unions represented in your various companies to endorse your brief in some way?

Mr. Wansbrough: I do not know.

Does anybody have any views on that?

Mr. Klein: I think Mr. Brewin would be more able to answer that question than anybody else in the room.

Mr. Brewin: No; I could not undertake to answer it. I am just suggesting it.

I think our Co-Chairman, Mr. Klein, mentioned to you that some people have suggested that there is a danger, in bringing in unskilled immigrants, of their being subject to cheap wages and exploitation. You answered that, it seemed to me, quite well and satisfactorily by saying: "Well, they will be incorporated within the union contract. They will get the same benefits as other union members. Therefore, there is no exploitation". You have also said that the unions have caused no difficulty.

I think it would remove these fears in some people's minds if it were possible to elicit that support from the unions. The Department of Immigration and Manpower, for example, or the government of Canada, might be encouraged to accept what you propose if they thought that they were not running counter to the views of some other people who are interested in your industry.

Mr. Aiken: Mr. Wansbrough, I gather that unemployed Canadians in general are not a useful source of mining.

Mr. Wansbrough: They are not. This has been the experience of companies, especially for the last two years.

Mr. Aiken: We have been talking about immigrants in sort of a general fashion. First, should these people for the mining industry come from a mining environment themselves in order to be successful.

Mr. Wansbrough: Not necessarily at all.

Mr. Aiken: Except for Italy, which has been mentioned, we have not heard of any other possible source of immigrants for this industry. Could you give us any idea where they might be available?

Mr. Pitcher: Yes; Yugoslavia is one place, but whether we could get any from behind the iron curtain countries I do not know.

Mr. Aiken: At the moment unsponsored immigrants from Yugoslavia are just not coming in?

Mr. Pitcher: No; but we know that there are miners there, people who are excellent at underground work. Central Europeans, in general, are excellent.

Mr. Byrne: I also understand that some of the English coal mines in the midlands are in serious difficulty and that people, including

technicians, are available in that area; but their education level is on the low side.

Mr. Aiken: Then, actually what you are suggesting is that the very people that we are over-educating in Canada, or bringing up to this level, are the ones that the new policy is bringing into Canada, and that this policy that has been outlined really brings in people that we perhaps do not need and excludes people that we do need, so far as you are concerned?

• (1.14 p.m.)

Mr. Wansbrough: We would not say that we do not need them, but we would certainly say that they are excluding people we do need.

Mr. Byrne: Could I say a word here? Our operations are quite remote. I would like to answer some of the questions. Seventy-five percent of our underground force—and it is not a large force—are foreign born. We have 130 employees of 17 nationalities.

In the past year we have employed 30 landed immigrants representing about 12 different countries, and 90 per cent of them had never seen a mine and knew nothing about it. Those 90 per cent are still with us after one year.

I would just like to take a minute to read a couple of extracts of a letter from our mine manager. He says that we have great difficulty in attracting young Canadians to underground employment. We think this is because there are about six things wrong with places like ours from their viewpoint. There are no roads, no TV's, no cars, few girls, little or no liquor and most people recoil from the idea of working underground. In short, few Canadians think that they will better themselves by coming to the far north. This, despite the fact that for a man who wants to accumulate some capital places like ours are unbeatable. Living costs are subsidized and recreation is very cheap. For instance, curling costs \$10 a season in a heated rink. The lowest paid employee can save \$1,800 a year. I am speaking of the Northwest Territories and the Yukon.

Last year miners from this mine took holidays in Hawaii, Mexico, Spain, Holland, Germany, Italy, United States, Yugoslavia and the United Kingdom. One left yesterday to see international soccer matches in Britain.

I think few factories or businesses in southern Canada with an equivalent payroll could show employees vacations like the ones above. Nevertheless, Canadians generally pre-

fer the welfare life of southern Canada. You may wonder why we do not employ Indians and Eskimos. We do have a few but the average Indian thinks he would be foolish to work like whites for six days a week when he can get an—cheque available from welfare without doing any work. I think he is quite correct. Eskimos too are too far away—250 miles—for us to get more than the occasional one. Incidentally, those we do get are excellent. They are good workers, good mechanics.

I am sure you will find this Indian mental attitude in areas in Canada where there is still some unemployment. Why indeed should anyone come up here to live with strangers in the long winter and work in the dark when they can exist at home on welfare.

You may wonder why the N.E.S.—what it could do for us. We have had an order in with them since April 11, 1966, for five men per month. We asked for men between 18 and 55. They have to be over 5 feet, 7 inches, and 140 pounds with no requirements as to skill, race, colour or language. All we wanted were men who were breathing. Not one man has even been referred to us—not one.

Underground mining unfortunately, perhaps, cannot be automated, as can a factory. For a long time yet mineral mining will require a large percentage of labour that can only be done by man. It is labour that is fairly simple requiring only vigorous bodies and common sense.

Mr. Régimbal: You mentioned, I believe, that your total needs at the moment would be approximately 4,000 men. Have you considered what the suggested change from grade 11 to grade 7 would mean to you in actual numbers to fulfil that 4,000? I would like to know what numbers you are talking about. Some example was given from Italy was mentioned as an example of what you could expect if the regulations were changed. I do not think it will solve the problem.

Mr. Stovel: We believe that the total number could be recruited from European countries. Our recruiting team stopped recruiting when they reached 225 because that was all that was wanted. We had every indication that we could have recruited many times that number.

• (1.19 p.m.)

Mr. Ryan: I have a supplementary which I will direct to you, sir. How do you find soft rock miners adapt to hard rock mining? What would be the prospects for these British miners in Canada.

Mr. Byrne: There is some advantage, naturally, because they are used to the general environment. By and large, people working in coal mines can adapt very, very quickly to the hard rock mine.

Mr. Ryan: Have we had much experience with adaptation?

Mr. Byrne: I personally have not, nor has our company in the Sudbury district. I do know from years ago out in British Columbia, when two mines closed down in the Similkameen Valley, that the miners were very readily taken in by what was then the Grandby Consolidated Mining Company at Copper Mountain.

Mr. Ryan: Then there is quite a bit of hope for the assimilation of miners from the Cape Breton area in Nova Scotia where those mines are closed down?

Mr. Byrne: If they will move; but our experience has not been favourable.

The Joint Chairman Senator Langlois: Gentlemen, this concludes the evidence on the submission. On behalf of the members of the Committee I wish again to apologize to Mr. Wansbrough and his group for having delayed them this morning. I would like to thank them on behalf of us all for their excellent presentation and the explanations in connection thereto. Thank you, gentlemen.

Mr. Wansbrough: We thank you, Mr. Chairman, for the privilege of having this discussion with you. It was our pleasure.

The Joint Chairman Senator Langlois: Is it the wish of the Committee that the submission be printed as an appendix to the Minutes of Proceedings and Evidence.

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: I suggest that we adjourn until three o'clock.

AFTERNOON SITTING

Thursday, February 16, 1967.
Toronto, Ontario

The Joint Chairman Mr. Klein: I see we have a quorum gentlemen and we shall come to order.

We have with us today representatives of the Canadian Manufacturers' Association: Mr. Keith Richan, Mr. Peter F. Bartha, and Mr. H. Wrightman.

I shall ask Mr. Richan to read a summary of his brief.

Mr. Keith Richan (Chairman, Canadian Manufacturers' Association Committee on Immigration): Mr. Chairman and gentlemen, the CMA would like to seize this opportunity to express its pleasure in noting that 1966 saw more than 194,000 new immigrants landed in Canada and the Association wishes to publicly commend our Immigration Service personnel for their part in establishing this near record.

We appreciated the opportunity to submit our views in the form of a brief and we were pleased to comply with the Committee's request that we appear here today to further amplify those views. The Association believes that a substantial and continuing influx of people, who will contribute to our national economy and adopt the Canadian way of life, is imperative; we are most anxious to assist the Department of Manpower and Immigration in any way we can.

At the time of drafting our brief, figures for the fourth quarter of 1966 were not available, but based on the first three quarters statistics, we were gratified to note in our brief that we appeared to be headed for a good year. The CMA had been disturbed by the results in the years 1959 through 1964, and in particular 1961, '62 and '63.

In light of estimated emigration at a rate of 60,000 to 80,000 annually and a declining rate of net natural increase, the Association recommends what it believes to be a realistic yearly target of 160,000 to 18,000 immigrants.

Just as companies conduct studies to determine the causes of turnover, the Association feels it would be productive for Government to develop emigration statistics as an aid to studying this problem.

The remaining specific recommendations are to be found on page 8 of our brief and I should like to read them into the record.

The Joint Chairman Mr. Klein: On the first page at paragraph 2, the brief says:

We endorse the observation contained in the White Paper on Immigration which suggests that the absorptive capacity of the nation is not a statistic rather that it is broadly dependent on the level of qualifications of the individuals and how adaptable they may be to Canadian society.

And then the brief goes on to state that it is in agreement with that principle. Yet the brief goes on further and indicates a statistic, or a guideline, it seems to me, that the figure should be between 160,000 and 180,000 immigrants per year. That seems to be in contradiction of the fact that you agree that it ought not be a statistic. Secondly, where did the Association get this figure of 160,000 to 180,000? What is the basis for the computation of that figure?

Mr. Richan: The basis of the computation results from the examination of the net immigration figures over the years, as we have indicated in page 2 of our brief, where you will see that there are some rather wide fluctuations. We certainly recognize that the year 1957, for instance, was a peak year—a record year—and that this was neither expected nor desirable; but we did feel that if we looked at this over a period—taking the years 1955, 1956 and 1957 and possibly 1958, and took an average of those years this might be some kind of figure that should be used as a yard-stick or a target.

The Joint Chairman Mr. Klein: What you are suggesting amounts to even less than 1 per cent of the population increase per year. This does not seem to be a realistic figure, does it? It is less than 1 per cent.

Mr. Richan: The actual net immigration is less than 1 per cent, but considered with the natural rate of increase this would bring an annual increase of about 2 per cent, which we felt was a satisfactory figure to be discussed.

The Joint Chairman Mr. Klein: You do not take that figure I presume as being what, in your opinion is the absorptive capacity?

Mr. Richan: No.

The Joint Chairman Mr. Klein: Would you call this your minimum figure? Would you object to a higher figure?

Mr. Richan: No, I do not think so. We attempted to establish a range, as you see, by just quoting a broad range from 160,000 to 180,000.

The Joint Chairman Mr. Klein: But the Canadian Manufacturers' Association would not be averse to higher figures than that?

Mr. Richan: No.

Senator Pearson: There is one question I would like to ask concerning assurance of adequate staffing of government immigration offices abroad. This question was asked at a Committee meeting in the House. We were

assured that they were very well staffed at the present time. What is your answer to that? Do you find that they are not adequately staffed?

Mr. Richan: I do not think that we intended to imply that they were inadequately staffed other than by indications or admissions from the department that they needed more staff. We wanted to make sure that if new staff or additions were acquired they would be adequately trained people rather than—Yes; would you like to say something, Mr. Bartha?

Mr. Peter F. Bartha (Director of Economic Research, Canadian Manufacturers' Association): I rather think we did have in mind, from experience, an impression of difficulty in getting people through the port of Hong Kong where we understand there is only one medical officer on that service; and that, I believe, is our busiest port at this time. I am thinking of processing of applications from Manila and, in general, from that part of the world.

Mr. Roxburgh: I have some information on that. I am glad, Senator, that you brought that up.

I understand that the department has made a entirely new survey, and they are certainly expanding their offices. Now, it may be that they are not expanding them fast enough—to our way of thinking, but there is no doubt that they have certainly sent their officers all around the world to do that. Therefore, I think that you are going to see greatly improved facilities in that regard.

Senator Pearson: How many new immigrants do you think Canada can afford in one year, and should we work on an expansive basis rather than on a static basis?

Mr. Richan: Of course, this is tied in with other factors such as the economic activity of the country in any given year. That is a very, very difficult thing to answer.

I do not know, Mr. Bartha, whether you would have any comment on that.

Mr. Bartha: I suppose in principle we would be in favour of expansive immigration. Just to what extent, we cannot really state. I would like to stress a point that Mr. Richan made before, about our 160,000 to 180,000 goal. This really is a general figure that would leave us with approximately 90,000 to 100,000 people net immigration after you allow for people who leave the country, who seem to number between 60,000 and 80,000

year after year. If you look at page 2 of the table this comes through very clearly.

It is our impression that 100,000 as a net immigration figure is a safe enough figure, regardless of short term economic fluctuations. Higher figures at times of slow-down in economic activity might aggravate pressures in employment conditions.

Senator Pearson: An average of 100,000?

Mr. Bartha: This we would regard largely as a minimum objective.

Mr. Richan: Mr. Chairman, could I add another comment relative to the question of qualified personnel in the immigration offices? This now goes back some years and I am not sure whether it is being continued at the moment, but the department did adopt a policy of recalling personnel responsible for immigration offices overseas. They brought them back to Canada and had them contact industry, and through these contacts they would establish industrial tours and have the opportunity to see first-hand the kind of jobs available and the kind of environment in which immigrants would work. We felt that this was a rather valuable practice and I think this is in considering this whole picture of having people adequately trained and knowledgeable about the conditions, and the kind of jobs that are carried on in Canada. I think this would be a very valuable source of information for the immigrants themselves.

Mr. Bartha: Very much as the trade commissioners are now brought back to Canada on a regular basis to tour the country. We envisage a similar program for the immigration officials who are stationed abroad.

Mr. Enns: Mr. Chairman, coming back to the figure of projected immigrants annually, I presume it is just a target. At page 3 and earlier in your verbal submission you talk of this figure, between 160,000 and 180,000. I am hopeful and I am sure I am correct, that you are not saying that this shall become the quota for immigration, because certainly we do not want that, do we?

Mr. Bartha: No.

Mr. Enns: I think the question was asked earlier whether this was a realistic figure that the economy can absorb, and I do not know who can really answer that question.

I was going to comment next on the recommendations you have listed on page 8—all of them desirable in their aim. All of them speak of co-ordinating, ensuring, following

up, developing, expediting, and so forth, but they are not really definitive recommendations that can be appended to an act. Is this correct?

These are things that it is necessary to say, but as we are contemplating amendments to the immigration act I am wondering just what specific measure we could take from here to incorporate in legislation?

You say, for instance, "Exploration and development of new immigration sources". I wonder if you are aiming at Asiatic countries, or iron curtain countries, here, or any particular country?

Mr. Wrightman (Manager, Industrial Relations Department, Canadian Manufacturers' Association): Exploration and development of new immigration sources?

Mr. Enns: Yes.

Mr. Wrightman: Well, yes, to that end; very definitely we were looking to the East. We think there are probably several very good sources that have not been fully examined.

In the text of the brief we recognize that it is not always possible or desirable that our immigration officials be overtly aggressive in a foreign country, but we would have them be as aggressive as local conditions seem to permit, and we would suggest that, in any event, employers in Canada should feel free to recruit rather aggressively.

As I say, we do feel that there are sources. Again, we come back to the Philippines. It seems to be a rather classic example because here is a country where one of our two languages is commonly used, and they make a rather easy transfer of their skills to Canada.

Mr. Enns: You say, too, that early follow-up of enquiries regarding immigration to Canada should be encouraged. I sense from this that there is, shall we say, an impatience on the part of your Association over the delay that occurs in many applications? Is this correct?

Mr. Richan: At times we have knowledge of delays, and in writing our brief we wished to bring this matter to the attention of the department.

Mr. Enns: This ties in again with the administration of an act rather than a specific change in it.

Mr. Richan: That is right.

Mr. Nasserden: Well, supplementary to that: That refers to the field officers in other countries where they are far from the source of the immigrants and there is a delay of months sometimes.

Mr. Richan: It is more the fact that a person in the country in which the immigration office is located would go to the office for information and say "Look, I am interested in going to Canada." They might receive literature, or something like this, and then they go back, and there is no continued follow-up from the office.

I am not saying there is delay, but because of the possibility of some delay and in the interest of attracting the immigrant the office should be aggressive in following these people up if they appear to be prospective immigrants.

Mr. Munro: Mr. Chairman, I was wondering whether the gentlemen could elaborate on their recommendation on page 8:

Governmental encouragement and assistance be given to business organizations to develop their own aggressive recruiting programs in foreign lands.

What type of assistance do you have in mind from the government?

Mr. Richan: Enabling the business organizations to make use of the immigration offices; and arranging interviews so that the contact is facilitated between the company requiring specific employees and the immigrants themselves.

Mr. Munro: You mean the businesses that desire to go and recruit in a foreign land be allowed to use the Canadian government facilities abroad to carry on their recruitment, such as interviews?

Mr. Richan: That is a possibility; or they might just schedule interviews and the company representatives would declare themselves to be at a certain place at a certain time and then the immigration office would see that these people who had shown an interest would be directed to that particular place for the interview.

Mr. Munro: Since it is the Canadian Manufacturers' Association that is before us I was wondering what your views were relative to firms and companies, who are desirous of bringing over immigrants, entering into some type of agreement with the Canadian government to undertake their care during the transitional period when they arrive here, in

terms of assistance in housing and so on. I am particularly thinking of firms that wish immigrants to go to special areas such as into mining, and so on. Do you believe that firms should accept some responsibility for the care of these people when they come over, in terms of reasonable housing and other help?

Mr. Richan: I think this is a very, very difficult question to answer. I do not think that there is any doubt that we can visualize circumstances, or special situations, where there is a need for a specific group of individuals to meet a requirement.

I think we would say that there is some responsibility on the part of the employee organization to assist in this. The extent of the division of the responsibility between the organization and the Department of Immigration I do not think we would be prepared to state, but I think we could say that there is some responsibility, we see, on the part of the organization.

Mr. Bartha, would you have any comment on that?

Mr. Munro: I am thinking in terms of any guarantee of length of employment once they arrive here.

There have been cases where firms have conducted aggressive recruitment programs abroad and then have had a slow down in their operations in Canada and have laid the people off within a reasonably short time after their arrival and recruitment. Do you feel that it would be reasonable to expect guarantees from the firms on the duration of employment?

Mr. Richan: Guarantees to the extent that it is possible to guarantee, yes; but in this day of technological change you might guarantee one year and find that something had obsoleted the activity, and in a year or two it would not be possible to carry out that guarantee.

Certainly, I feel that there should be a responsibility in terms of the maximum guarantee that can be given to an individual in such a situation.

Have either of you any comment to make on this? **Mr. Bartha,** have you any comment?

Mr. Bartha: No.

Mr. Munro: One last question: You talk in fairly general terms about the co-ordination of policies with the Department of Manpower and Immigration. Was the type of co-ordina-

tion that you were talking about just, in the general sense, that the Manpower Department assess, through co-operation with all the firms in Canada and members of your Association and so on, their needs over two and three years, make long projections of their needs in terms of manpower, and then shape the immigration policy to conform with those projections? Is that what you are referring to?

Mr. Wrightman: I think, sir, that in reading the White Paper we saw no specific mention of efforts to bring together, into harmony, policies which must have been inherited from the former department, and wedding manpower and immigration in the new department. It seemed obvious to us that this should be looked at.

I suppose the closest the White Paper or the background notes come to this is in talking about the point at which responsibility for immigrants shifts from immigration officials to manpower people.

It makes note of the need to hand over, if you will, the responsibility for the immigrant, after he is landed by immigration people, to the manpower people for further counselling, job placement and that sort of thing. Obviously, you would not want us to fall between the benches, as it were. That was the only mention we saw of the specific need for co-ordinating policies which we think must have come from the former department.

Mr. Hidasz: I have a supplementary question here, Mr. Chairman.

I am sure you have noticed in the White Paper, section 47, that certain immigrants are admissible only if they are qualified in an occupation designated by the Deputy Minister of Manpower and Immigration.

Does your organization, the Canadian Manufacturers' Association, have a list of the needs for certain skills, or certain types of employees, that are required today, and what numbers are required by Canadian employers?

Mr. Bartha: I thought I might be asked to reply to some of those questions. The White Paper does recognize in one sentence, I believe, the need for co-ordination of immigration and manpower activities.

What we have in mind is very similar to what the Economic Council of Canada described in their second Annual Report under "labour market policies", which, among other things, would include national stocktaking of

skills, needs and requirements, and the relation of these to training facilities and future programs.

I think we can answer your question with a very firm No. We do not know. This is precisely what we would like to find out.

The Department of Manpower and Immigration is in an excellent position, and will be in an excellent position, to find out what we have, what we need, what we can get and how we can get it. This is the type of co-ordination we envisage.

The Joint Chairman Senator Langlois: Are you through with your questioning, Mr. Munro?

Mr. Munro: Yes, Mr. Chairman.

Mr. Régimbal: Mr. Chairman, on page 4, CMA mentions collecting and publishing data on immigration. Has your organization made any studies of their own on that, or any research of any kind directed thereto?

Mr. Bartha: No, sir, we have not. In fact, we have, unfortunately, been relying on flatly contradictory newspaper stories in that regard. This is precisely why we feel that the need for actual statistics is very important.

Mr. Régimbal: Are you familiar with the fact that the Association of Universities and Colleges of Canada, I believe, has done some work on—

Mr. Richan: This, we would say, is part of the picture. It does not represent the total picture.

We think, for instance, that there could be many reasons for people moving from here to the United States, for example. One could be a question of an accelerated salary increase; another could be a better challenge in terms of a job; or it could be that they just do not like the climate in Canada and they are moving south; and there could be a fourth one, of a person immigrating to Canada as a means of eventually getting to the United States.

Unless we have some kind of an analysis, as we indicate here, on a turnover basis—some examination of all these different facets—we cannot see a really true picture of what is going on.

• (3.53 p.m.)

Mr. Régimbal: I believe this Association of Universities and Colleges came up with a finding, if I am not mistaken, that the brain drain was actually on the decrease. Have you any comment on that?

Mr. Wrightman: We are cognizant of efforts, particularly in recent years, to inventory students attending universities throughout the United States, and a progressively better job is being done in keeping Canadian employers aware of, and in touch with, these people specifically; so that we are probably losing less. We are very happy with this, although, as was said at the outset, we still think that it is only a portion of the total picture and that more incisive data is needed.

Mr. Bartha: To supplement that, I would like to note that, annually, our commercial intelligence department of the Canadian Manufacturers' Association sends out information to all our 6300 or so members on graduate students from United States universities suggesting that these are prospective employees with whom manufacturers may wish to get in touch. This is part of the kind of service we try to provide.

Mr. Haidasz: I have a supplementary to Mr. Régimbal's question about the brain drain.

Has the Canadian Manufacturers' Association any suggestions which it can give to this Committee on how the government can meet the brain drain problem?

Mr. Bartha: Our suggestion really was that we first of all try to establish the reasons for it. As Mr. Richan mentioned, we really can think of about four or five causes, and we would like to find out, on the basis of actual analytical material, what those causes are and what are their relative importance. We cannot make any specific recommendations because we humbly admit that we do not know.

Mr. Régimbal: On page 7 you say:

Not only should the government provide assistance in gaining such facility, it should also find means to provide incentives which will ensure that the immigrant takes full advantage of the assistance offered.

Do you have any particular incentives in mind?

Mr. Richan: No; other than in connection with encouraging the individual to take advantage of, for instance, the communication skills where the communication skill does not exist, with assistance from the government under our existing programs at the moment. It could also involve some forms of training, if training is necessary. This is the sort of thing that we have envisaged in this assistance.

Mr. Régimbal: This is more an area of concern to me than anything else, and perhaps a definition of terms might help. Twice you have mentioned "assimilate". For some reason or another I am afraid of that word because to me it suggests spreading it so thin that it does not show. Were you thinking more in terms of integration than of assimilation?

Mr. Richan: Integration, of course, is implied.

Mr. Régimbal: Well, it must not only be implied, I think it has to be the whole bit; otherwise you just move it below the border and start boiling with the others.

Mr. Richan: Correct.

An hon. Member: That is a good point.

Mr. Roxburgh: Earlier on, with respect to the mining industry, I believe Dr. Haidasz did ask you the question, and I did not get the answer, but I believe that it is terrific industry. Do you have any idea of the number of immigrants you could make use of? For example, if the mining industry were to say that they needed 4,000 tomorrow morning—

An hon. Member: For underground work.

Mr. Roxburgh: —for underground work—

Mr. Bartha: "Unskilled labour" is probably what they would say.

Mr. Roxburgh: Yes.

Mr. Bartha: Now, we need skilled labour. The manufacturing industry cannot give one single figure, because it is really an expansion of the industry. Also, we cannot think in terms of regions. The Mining Association this morning was really thinking in terms of the employment requirements for a particular region of the country. We cannot think in these terms because, as you know, in Toronto, for example, there is a shortage of workers; but in some parts of Quebec and in the maritime provinces there are very high unemployment figures. I do not really think that you could—

Mr. Roxburgh: Have you any idea what type of labour is needed in the over-all picture, or—?

Mr. Bartha: Do you mean skilled or unskilled?

Mr. Roxburgh: Yes; that is what I am wondering. Is it 100 per cent skilled labour that is

required? For example, one part of the White Paper which is upsetting a lot of us is the educational standard. Now, in manufacturing firms what percentage of unskilled labour could you make use of compared with skilled labour? Do you want all skilled labour? If you did take unskilled labour, would you be willing to train some of it? Do you have facilities for training unskilled labour?

Mr. Richan: I do not think that the answer can be given in any really definitive sense, but the emphasis in the manufacturing industry would be on the skills.

Mr. Roxburgh: On the skills.

Mr. Richan: There certainly could be some absorption of so-called unskilled labour, but I think an examination of any of the openings through newspaper advertisements, and what have you, would indicate that the strong need is in the professional and skilled areas.

Mr. Roxburgh: I see.

Mr. Enns: I have a supplementary question. I would just like to ask you, as a follow-up to Mr. Roxburgh's question, whether or not the association has any quarrel with the other brief we heard this morning, where they argued for greater flexibility in their policies, that is, to allow a wider margin of unskilled people. Is there any conflict—

Mr. Richan: We did not hear the brief this morning, and we are not familiar with it.

Mr. Enns: It follows on the statement that the mining industry needs thousands more unskilled people. Are you afraid of this kind of request on the part of industries such as the mining industry, or do you think the community can well handle a corps of unskilled people?

Mr. Richan: I think we can recognize that there are isolated cases, and possibly the mining situation is one, where this kind of situation can develop, and it might be a good thing. However, as a general approach, we would like to see people with a somewhat higher level of basic education, and I think the mining industry is interested in it at the moment. We think, for instance, that as far as the manufacturing industry is concerned, since there is a generally accepted level of education equivalent to public school plus two years of high school, or, as we know it here in Canada, a grade 10 level, this is pretty well the minimum educational level upon which further training can be successfully based.

Mr. Roxburgh: Let us suppose that you cannot get this. You want to expand, and you need help. That is why you are here. The fact that people are not educated does not mean that they are not intelligent; some of the most intelligent people in the world have had very little education. Are you willing to take these people and make use of them if you cannot get anybody else? At the present time we are having difficulty in getting them. Their own countries want them. We just cannot walk in and take these skilled people. How would the Association feel if tomorrow they could get some bright although, not too highly educated people. How would you feel about it if it were either them or none at all?

Mr. Richan: I think that there could be application in employment for such individuals, but the extent is very difficult to say. As has been mentioned earlier, this is because the emphasis is on flexibility.

Now, if you get somebody too low on the scale—and experience in industry has shown this to be a fact time and time again—the lower the level the less flexible the individual is. With the situation as we see it now, and as we see it moving in the years ahead, we have to stay with the flexible approach. This is why we think in terms of ten years of education. I could not sit here—and I think probably my colleagues could back me up on this—and state categorically, “No, if some were available, I am sorry, there is absolutely no hope.”

Mr. Nasserden: Well, actually the answer to this question is your second recommendation. On page 8 you state:

Governmental encouragement and assistance be given to business organizations to develop their own aggressive recruiting programs in foreign lands.

Mr. Richan: For instance, we envisage on this whole question of people coming in, that if somebody has a skill and this skill is acquired by some person who may have had, say, only three or four years of education, this would be an acceptable person with the exception, or with the possibility, or with the knowledge that we are running a risk; because if this skill, although employable now, becomes obsolete two years from now, then this individual may have a problem because he will need some more basic education in order to be retrained in something else; and at the moment we not be able to say in what.

Mr. Roxburgh: I think that applies in all industries, no matter what.

Mr. Richan: Yes. I think so, too.

Mr. Brewin: I notice that you include in one of your recommendations ensurance of adequate staffing in government immigration offices abroad. I quite agree with that point but I wonder if you have made a study—of a related question, that is—whether there are countries in which there should be government immigration offices in which there are none at all? I am thinking of, from my own knowledge, for example, Yugoslavia. We heard this morning that perhaps Yugoslavia would be a good source from which to get mining people, as the mining association suggested. As I understand it, we have an embassy in Yugoslavia, but no immigration officers at all at this time. We cannot put someone everywhere in the world, but I wonder if you have studied the places in which you think priority should be given to placing immigration offices as well as staffing them.

Mr. Richan: In all honesty, we have not made any such study in any detail. We put this in and it is coupled, as you have probably recognized, with the first one namely, the exploration and development of new immigration offices; but we have not made any detailed study.

Mr. Wrightman: I should just like to mention, sir, that, as an example, we understand that in Manila there is a visa office, and this literally is one visa officer who, I think, does an exemplary job.

Mr. Brewin: Well, I understand that there are no visa officers as such in countries such as Yugoslavia which might be a very important source of the type of immigrant that we want. But you have not looked into that.

Mr. Ryan: Mr. Chairman, I would like to direct this question to Mr. Richan, and it is with respect to the table on page 2 of the Canadian Manufacturers' submission. I am surprised at the estimation of emigration from Canada during the period 1952 to 1965, and particularly the net immigration figures in the years 1961, 1962 and 1963. In 1961 we had a net immigration of only 7,000; in 1962, 8,000; and in 1963, 5,000.

Now, earlier in our hearings we were given other estimates and I do not think they were quite as high as yours. We were advised that the estimates were based mainly on the United States' immigration figures, if I recall correctly, and that over and above that it was pretty well guesswork. Is this the situation with regard to your figures?

Mr. Bartha: I am delighted to pass the buck to the Bank of Canada which happens to be the estimating authority. Far be it from us to make such estimates. These are simple Bank of Canada figures. You can find them in the Bank of Canada Statistical Summary, which is a monthly publication, exactly as they are presented here.

Mr. Ryan: Do you mean the Dominion Bureau of Statistics or the bank?

Mr. Bartha: The Bank of Canada, Ottawa.

Mr. Ryan: Do they give any details of on what they base their estimate?

Mr. Bartha: They base it on the Dominion Bureau of Statistics publications. The figures I have were taken from the Bank of Canada Statistical Summary, monthly supplement.

Mr. Ryan: Thank you. I would like to ask one or two further questions, Mr. Chairman, on the first two recommendations at the top of page 8.

I would like to ask Mr. Richan if he is aware of any demand by the Canadian manufacturers for trained, well-qualified immigrants from behind the iron curtain, such as toolmakers, foundrymen, mechanics and that sort of thing?

Mr. Richan: I am aware of a need for these people, but I am not aware of any demand for immigrants from those countries.

Mr. Ryan: Or any particular craft?

Mr. Richan: No.

Mr. Ryan: Well, what about the demand for well-qualified people from countries such as Turkey, Iran and India—for people who have skills in carpet-making, tapestry-making and that sort of thing? Is there any demand that you are aware of currently among Canadian manufacturers for this type of immigrant?

Mr. Richan: No; but I think we should explain here that the Canadian Manufacturers' Association, as such, does not develop or maintain any kind of statistical information, or any kind of a record of requirements of this sort.

Mr. Ryan: Do you get requests—

Mr. Richan: Well, I have not asked the members and officers here, but I do not believe so.

Mr. Wrightman: We do not get involved with member's recruitment needs, as such.

Mr. Richan: These are handled on an individual company basis, or by a company through an employment agent, or by the Department of Manpower and Immigration.

Mr. Ryan: Thank you.

Mr. Aiken: Mr. Chairman, I should like to ask just one question and it is based on a recommendation on page 8. It says:

Expedition on a priority basis of applications received from immigrants proceeding to Canada with assured employment.

I wanted to ask whether any of the witnesses believe that this is now happening—that there is not sufficient expedition of the applications of these people?

Mr. Wrightman: We believe that efforts are being made to expedite them, but whether this in fact happens I do not know. We do not know whether to attribute any time lag to their not being treated on a priority basis, or whether it is a staffing problem in the office concerned.

Mr. Aiken: Would you recommend the easing of the regulation with specific reference to people who have assured employment?

Mr. Wrightman: Yes.

Mr. Richan: Yes.

Mr. Aiken: So that your answer really is that it takes too long to bring over people with assured employment; and just where the difficulty is, you are not aware?

Mr. Wrightman: No; but we feel very strongly, sir, that an offer of assured employment—and where there is some assurance that it will be of a continuing nature—implies that that individual has a better chance of accommodating himself to life in Canada; and, moreover, of making a production contribution almost immediately; and this, of course, is what we want. These, I think, are the criteria in the long run by which we would want our immigration policy to operate.

Mr. Richan: It stands to reason that in such circumstances, if the employer has a requirement, in most cases this is what one would term an immediate requirement and therefore it is servicing the employer if this person can be expedited and if we can get him on the job just as quickly as possible.

Mr. Aiken: Well, do you think that it will depend on the place from which the person is coming?

Mr. Richan: Well, if the service exists there—

The Joint Chairman Mr. Klein: It seems to me that we want to make progress in Canada but reluctantly. Canadians are being told from certain quarters to tighten their belts and make sacrifices in the interests of economic nationalism. Now, would you tell me how Canada can ever achieve economic nationalism if we are not going to let money come into the country, and not going to let people come into the country? How are we ever going to be a big nation, and how are we ever going to establish ourselves as a first-rate nation in this world if we are only going to allow less than 1 per cent of the population that we have now in immigrants, and say to the Yankees, "Yankee go home and take your Yankee dollar with you"? How are we going to do it?

I tell you very frankly that I find this discussion—

Mr. Munro: On a point of order, Mr. Chairman. If you want to get into an argument on economic matters—

The Joint Chairman Mr. Klein: Oh, no.

Mr. Munro: I can think of a more appropriate Committee.

The Joint Chairman Mr. Klein: No, no, I am not thinking—

Mr. Munro: I hardly think that the Canadian Manufacturers' Association would be terribly enthusiastic about economic nationalism. Perhaps that is why you asked that question.

The Joint Chairman Mr. Klein: No; I am asking the question because I think they are both tied in. If we are going to be so narrow as to say that we do not want any investment in Canada, that we do not want any people to come in above 1 per cent of the population—

Mr. Munro: Well, still on the point of order, that is an assumption on your part, that policies designed to promote some economic nationalism, or greater ownership of our own resources, necessarily mean that you are restricting foreign inflow. That is another big assumption about which we could argue all day; and that it somehow relates to immigration is another big assumption, and related to the first one.

The Joint Chairman Mr. Klein: Well, I would think—

Mr. Munro: It is quite unfair to put that question.

Mr. Nasserden: On a point of order; I would like to hear the answer.

The Joint Chairman Mr. Klein: Yes; and I would still like to know whether you consider that this country can grow to the proportion that we would like to see it grow... Let me put it to you in another way. Do you think the United States of America could ever have become the nation it is if it had adopted the kind of policies that are now being suggested for Canada, both economically and by way of immigration? That is what I would like to know.

Mr. Bartha: Surely, sir, you do not expect us to answer that question? The way you phrase it, it is impossible for us to answer, because some parts of it might be true.

Now, personally, I am an immigrant myself. I have been in Canada for ten years. I am celebrating it this year.

An hon. Member: Hear, hear.

Mr. Bartha: I have been one tenth in Canada, so far as residence here.

An hon. Member: What is the origin of your birth?

Mr. Bartha: I am one of those 1956 Hungarians. I was one of the 282,000—

The Joint Chairman Mr. Klein: I am a second generation Hungarian.

Mr. Bartha: Great; in that case you will not press that question! Quite seriously, though, on economic grounds you could argue back and forth, but obviously there are far more than simple economic arguments involved. The CMA's approach to immigration I think is an extremely good one, and I may say, on the basis of my personal involvement in the work, we in the CMA believe that you should let people in.

The Joint Chairman Mr. Klein: Yes; but only skilled people.

Mr. Bartha: No. I would say that if we presented you with an argument for letting unskilled labour in it would be said that we as the Canadian Manufacturers' Association want cheap labour.

The Joint Chairman Mr. Klein: Well, no. We went into that this morning.

Mr. Bartha: In a way we cannot win; I can see that. The whole thing is—in terms of our ability, assimilation, acquiring knowledge and being able to undergo some training—that a certain degree of education in most cases is a requirement.

As Mr. Richan has pointed out, there are exceptions, and the exceptions might involve 10,000, 50,000 or 200,000 people a year. I really cannot give you a figure.

The Joint Chairman Mr. Klein: When Dr. J. J. Deutsch was before this Committee he used words to the effect that "Canada can be as big as it wants to be". Do you agree with that?

Mr. Bartha: Oh, sure; by all means.

The Joint Chairman Mr. Klein: Well, it will never be big unless we have people. That is the one natural resource that we do not have.

Mr. Bartha: Right; but you can have them from one year to another. It really depends on the people who want to come—and the people you want to come.

The Joint Chairman Mr. Klein: Do you not see an immigrant as a consumer?

Mr. Bartha: Of course; by all means.

The Joint Chairman Mr. Klein: Do you know how much the immigrant brings into the country?

Mr. Bartha: Well, it depends on the individual immigrant.

The Joint Chairman Mr. Klein: If I told you that statistically the 250,000 immigrants that were admitted in the last two years brought \$250 million worth into Canada, would you say that that was good business for Canada?

Mr. Bartha: Yes, of course; but without money—

An hon. Member: I would say that you selected a good 250,000—

The Joint Chairman Mr. Klein: That is the statistic. Every man, woman and child brings in \$1,000, and they buy a lot of electronic equipment!

Some hon. Members: Hear, hear.

Mr. Wrightman: We could have selected another 250,000 with a somewhat lower average, I presume. I think we tried to make the point at the outset that the criteria, if you will, are based on whether the individual will fit in and will he make a contribution to the economy. We cannot send an immigration

official abroad with that kind of instruction. We have to be somewhat more specific; and in setting up the criteria, whatever they may be, we like to emphasize that the criteria should be applied to people and not to statistics.

Mr. Nasserden: You are thinking in terms of what he will produce?

Mr. Wrightman: Yes; or his potential.

Mr. Richan: One other comment I would like to make—and I certainly do not feel qualified in any way to answer the large question you raise—is that I think it should be said that the United States achieved its economic status, as we have seen it over the years, at a different period of time in history. I think this bears somewhat on the approach that has to be taken in present day circumstances.

The Joint Chairman Mr. Klein: Well, if that is the viewpoint I think we are doomed in this country.

Mr. Richan: No, I do not subscribe to this.

Mr. Munro: He asked the question, but he does not like the answer.

Mr. Richan: Yes.

Senator Desruisseaux: I appreciate Mr. Klein's presentation of the situation that he would like to see and what could happen in Canada—I like his views—but I can also understand, as you have said, that in the Canadian Manufacturers' Association there is a tendency to be extremely prudent. The responsibility of employment is possibly a consideration of a sort.

I have found your recommendations extremely wide, but they do not get down to specific recommendations. They are very broad. Before we get to these recommendations, on page 4 you say:

More information regarding emigration could also assist in the development of a program which would reduce the "brain drain" from Canada.

Now, we have seen that happening over the last few years—if I am wrong, please correct me—and they have taken most of these people away from somewhere in the manufacturing industries in Canada, and probably those at the head, in many instances. Now, how can we explain that that you, for instance, the manufacturers all across Canada, cannot retain these brains? What is the use of bringing them here if we just let them go somewhere

else? That is the question I would like to have more clarification on.

On page 8 you say:

Co-ordination of policies within the Department of Manpower and Immigration.

I find in the White Paper, for instance, at page 28, selection and control measures, external arrangements and internal arrangements are suggested. You seem to want to go beyond that, in a way. Could we have some amplification of that? I have really two questions.

Mr. Wrightman: I will try to deal with the first question and, if I may, I will refer to my own case. I am one of not a few Canadians who attended university outside this country and found, upon graduation, that it was not an easy task to return to Canada to find employment. Sometimes we are rather few in numbers on these campuses, and it is, understandably, not worthwhile, perhaps, for large numbers of Canadian companies to come on campus and interview.

As was discussed earlier, this problem is in part being met; but I know that, among my contemporaries in school it was not an easy thing. On two different occasions—three different occasions actually—as a graduate of an American university, I found myself in this position; and it was with some considerable difficulty—

Senator Desruisseaux: Many years ago I was in the same position.

Mr. Wrightman: Perhaps you felt a "loner", as I did. Of course, there may have been good reasons why there were no offers forthcoming for me, too; but I suspect there were others.

This is, in part, what we have in mind. I do not believe that there are statistics available. They are not all being lost from employment in Canadian industry, though certainly a good many are. But we are losing them before that, in some instances. We feel we just do not know enough about the problem.

Mr. Bartha: Mr. Richan mentioned a fourth problem in this. I think those are the major areas.

Mr. Richan: Well, just as we referred to the question of the examination of turnover, if an organization becomes involved in a turnover a number of people over a relatively short state of time leave the organization. It then becomes necessary to explore and examine the reasons for their leaving. Until you have examined the situation, you may have

some runours, but the rumours may not necessarily be the truth. This is really what we are asking be attempted in this whole examination of emigration figures—people leaving the country to go presumably to the United States.

Now, it may be that some of them—not only may be; it probably would be—that a percentage would say definitely—and the reason would be factual—that they have gone because the challenging opportunity in Canada did not exist, or because there was a lot more money available in the United States than in Canada.

Senator Desruisseaux: Or that he works for it.

Mr. Richan: Yes; that is right. However, I am not sure whether this may not be overstated, because this is a very easy rumour to circulate.

Senator Desruisseaux: But from your experience, because this must be an area of discussion in the Canadian Manufacturers' Association, have you found out why you are losing your executives to the United States of America?

Mr. Wrightman: We did read with interest very recently, a study conducted, I think, by the Association of Professional Engineers of Ontario, who suggested that one not uncommon reason was under-utilization of skill. These people just saw greater opportunity, or thought they saw greener pastures, across the way.

Mr. Munro: May I ask a supplementary question here? I suppose part of the problem could be that American parent companies of Canadian subsidiaries do all the research in the United States. Could that not be one of the reasons for some of them leaving? Is that a fair question?

Mr. Richan: If I could be permitted, from our own organization I could quote experiences where we have lost people to the United States, and it is very interesting to find that they have come back again after two or three years.

Mr. Nasserden: A supplementary on this now that research has been brought up: Will the increasing emphasis on research generally have the effect of retaining a greater proportion of the brains that we have.

Mr. Richan: I do not think that there is any question about it; I think this is true.

Mr. Nasserden: Well, you have not mentioned that. Of course, it would be difficult to

bring it into this brief; but it is not mentioned; it is one thing that I noticed immediately. I thought perhaps this aspect would have been included to give government an indication that the encouragement of research is a worthwhile thing to help solve that problem.

Mr. Bartha: We do say this in every conceivable submission and brief to the government. For some mysterious reason we left it out of this brief. But we agree; we feel very strongly about research

Mr. Roxburgh: I have a supplementary along that line. Have CMA as an organization—as a group of manufacturers—made a specialty of interviewing graduates from university? Have they got a system, or is it just done haphazardly? In other words, American universities, or American manufacturers, or industry come into Canada and do it. I remember being in Madison, Wisconsin, and this man came up from California. He was looking for certain types of men from universities, and that was it. Do you people do anything definite in that way?

Mr. Richan: Canadian industry follows a policy every year—and this is done through the employment centres at the individual universities—of having interviews with the graduating members of each class with a view to offering them employment.

Mr. Roxburgh: I thought I would ask. Thank you.

Mr. Nasserden: On this question of research, have the Canadian Manufacturers' Association a foundation or some type of concept whereby they can retain in Canada any particular type of trained personnel that might be available to their members—or to members of their association?

Mr. Bartha: There is a research community—I am not sure whether or not you are familiar with it—which is just outside Toronto, and which is billed under the Ontario Research Foundation, where private firms have established research facilities. This research community has been responsible for a very substantial number of research engineers and scientists remaining in Canada rather than moving down to the United States.

This type of research community, with co-operation and co-ordination between governments and private industry, is the type of research activity which we seek very strongly.

Mr. Nasserden: Well this is the type of thing that you see as you pass. But apart from the people and the firms connected with it, you hardly ever see anything about it in the newspapers, or in the bulk of them, across Canada probably. Perhaps this is a field where a little more "hoopla" would serve a purpose.

Mr. Munro: May I ask one more supplementary, following along the lines of the last member. Does the Canadian Manufacturers' Association recommend to its members that a certain percentage of their gross revenues per year be spent on research. Is there any particular level, or percentage?

Mr. Bartha: We do not recommend anything in the financial operations of our members. We are really not in a position as a trade association so to recommend. We act as a service organization. For example, if a member asked us what proportion of gross income is spent on research activities, say, in the United States we would provide this information gladly, but we cannot very well recommend anything at all to individual members. The character of the association is not such that we would make recommendations.

Mr. Munro: But in terms of Canadian industry across the board, do you have any feelings on what is optimum or preferable in terms of a percentage that Canadian industry should be spending on research?

Mr. Bartha: I do not think so. Also, of course, you have to realize that percentage alone is not too meaningful unless related to the size of the gross revenue. You may have a firm which has \$20,000 gross revenue and spends 90 per cent on research as opposed to the bigger concern. Therefore, I really do not think we could. I am sorry, I know I am not here to question you but have you followed the Safarian study?

Mr. Munro: Yes, I have.

Mr. Bartha: Because that really goes into this in considerable detail.

Mr. Munro: I think Safarian acknowledges to a degree—and he looks on it favourably—that Canadian industry generally spends a very small proportion indeed on research—lower than most advanced industrial nations in the free world, and certainly far lower than the United States, as a generalization. Would you agree with that?

Mr. Bartha: I cannot, as I really have not looked at it. I am afraid I have not examined it. Have you, Mr. Wrightman?

Mr. Wrightman: No; I am sorry. What was running through my mind was the problem sometimes of defining "research". There is product development and there is basic research. I do not know what is included in these figures

I think, perhaps, if you are not aware, that something which might be useful to say at this time about the character of the CMA is that 80 per cent of our 6,300 members are companies that employ fewer than 100 people, and the vast majority of them fewer than 50 people. One does not normally associate basic research with that size of enterprise.

Mr. Nasserden: Now that the question has been brought up—and this may not be a question that should be asked here, but I am going to ask it anyway—why does not the Canadian Manufacturers' Association, as the association for all of these small firms of various sizes, have something within its organization to project some objective for their members?

Mr. Bartha: Would you be good enough to repeat the question, please? You mean recommendations from our members with regard to—

Mr. Nasserden: Somebody brought up the question of the smaller employer who perhaps does not want to spend as much money on research as does the larger company. Is there no basis on which they can work together to spend money on the type of research that might be of use to more than one of them?

Mr. Bartha: Well, I do not think that you could find much scope for this, on competitive grounds. You could find something on basic research, but basic research really is done through universities or big firms. These firms would be interested in applied research or product development, which of course, for competitive reasons, is a very difficult area.

Mr. Régimbal: Mr. Chairman, I wonder if I could suggest that we have been out of order for about ten minutes?

Senator Desruisseaux: The subject is quite important. As I said, I think that the recommendations are, in some instances, generalities.

I think we could be helped further, even to the point of suggesting that on certain areas a supplementary submission be forwarded dealing with co-ordination of the policies of the

Department of Manpower and Immigration and what we have in the White Paper; because this is of some importance to us, I believe.

There is also mention here of the development of comprehensive population movement statistics encompassing both immigration and emigration. I for one would like very much to see what specific kind of statistics or information you would require, because I know there is some available.

Mr. Bartha: Well, it is precisely emigration statistics which are not available.

Senator Desruisseaux: Well, what are they?

Mr. Bartha: People who leave Canada for other countries. We have no statistics. This is why we have estimated emigration. It is a guess. We would like to have some statistics. We would like to know the breakdown of where they go. We have some indication, of course, because we get figures from the United States, but those are statistics collected by the United States on Canadians who go there. There is very little breakdown, for example, as between Canadian-born and transient Canadians, so to speak. This is a very major question too. We have practically no occupational breakdown of emigration. All these I have mentioned are vis-à-vis the United States, because that is the only country we know about.

If somebody leaves Canada for France we do not even know that he has left.

Senator Desruisseaux: Thank you.

The Joint Chairman Senator Langlois: Are there any further questions?

Mr. Richan: If I may follow up the Senator's remark about the other area of co-ordination of policies and the request for more specific information in some of these areas, it is conceivable that we could be more specific in these areas. I am not suggesting that we should do this now, but if this were the case could we make a supplementary submission to this Committee? Would we just make our recommendations known to the department? What would you suggest as the procedure?

Senator Desruisseaux: Firstly, of course, the members of the Committee would be interested in all your views, which we do not have now.

Mr. Richan: Our whole intention here was to suggest areas where we wanted to make sure that full consideration would be given. As long as we pointed up these areas we felt that we were making a contribution towards

the effort, in terms of making sure that these were not missed in the formulation of any over-all policy which will eventually result.

The Joint Chairman Senator Langlois: Mr. Richan, I do not think there will be any objection to your providing this Committee with a supplementary brief in this particular field, if you wish to do so.

Mr. Aiken: Mr. Chairman, on this question, and before the Manufacturers' Association is asked to present a further brief, I think we should know what particular subject they can help us with.

Senator Desruisseaux: Well, my only point was for clarification of their recommendations; that is all. They are very very broad.

Mr. Enns: This was my point at the beginning, that there were no firm recommendations which could be incorporated in the legislation. There is good advice in there—all of it is good advice and it is excellent material—but it cannot be legislated.

Senator Desruisseaux: There is no necessity for the Association to be prudent in expressing its views. They know their views and they should make them known to us. I think that is advisable.

The Joint Chairman Senator Langlois: Does the Committee agree that they should be allowed to file a separate brief?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: This concludes the submission by the Canadian Manufacturers' Association. On behalf of the Committee I have the pleasant task of thanking Mr. Richan, Mr. Bartha and Mr. Wrightman for having appeared before us, and for having given us interesting evidence, which will, I am sure, be of assistance in the work of this Committee. Thank you, gentlemen.

Gentlemen, before we had the recording machine turned on a suggestion was made that the submission of the Canadian Manufacturers' Association be made part of the record and appended as evidence to the minutes of this meeting. There is a motion to that effect. Is it agreed?

Some hon. Members: Agreed.

Mr. Aiken: And, Mr. Chairman, that the summary that was read at the beginning of the meeting should also be printed as part of the record, as having been delivered by Mr. Richan.

The Joint Chairman Senator Langlois: But the machine was not on.

Mr. Aiken: No, but I—

The Joint Chairman Senator Langlois: Is it in writing?

Mr. Aiken: Yes; it is in writing; and we agreed at the beginning that it would be printed as part of the record.

The Joint Chairman Senator Langlois: Are we all agreed on this?

Some hon. Member: Agreed.

An hon. Member: What about the supplementary submission?

The Joint Chairman Senator Langlois: And the supplementary submission, when it is available, will also be part of the record. We can call them back if necessary.

I will now vacate the chair favour of Mr. Klein.

The Joint Chairman Mr. Klein: Gentlemen, we now have the pleasure of listening to the Ontario Welfare Council. Will the representatives come forward, please?

The Council is represented by Mrs. P. J. Chadsey, Mr. Trevor Pierce and Dr. J. Bennich. Perhaps Mrs. Chadsey, who is the vice-president, might introduce the delegation.

Mrs. P. J. Chadsey (1st Vice-President, Ontario Welfare Council): Thank you very much, Mr. Chairman. I would like to say first, that we are very grateful for this opportunity to present our brief and to appear here in person.

I would like to introduce my colleagues. On my left is Dr. J. Bennich, who is the Secretary to the Committee which compiled the brief, and our Director of Conferences; and on my right is Mr. Trevor Pierce, who is the Executive Director of the Ontario Welfare Council.

The Joint Chairman Mr. Klein: Do you want to give a resumé of your brief, or would you prefer to read it?

Mrs. Chadsey: Just a short resumé; and I think, perhaps, possibly to help the members of the Committee, a short identification of the Council itself.

Mr. Chairman and members of the Committee, the Ontario Welfare Council is a membership organization concerned with provincial issues in the broad fields of health and welfare. We are concerned with defining public social policy. To do this, we collect opinions, information and reactions from groups

and individuals across the province in order to provide our members, many of whom are other organizations, with advice, research and information which they may use in direct services to individuals. We do not ourselves deal in direct services to individuals.

Within this framework, we have had very considerable experience in matters concerning immigrants. We have a continuing relationship with both the federal and the provincial departments concerned with citizenship and immigration, and with a large number of voluntary agencies of different kinds dealing directly with immigrants. This culminates in our annual inter-group conference which deals each year with different aspects of immigration integration, and attracts a very wide representation from the above bodies.

In view of this interest, we are, as I have said, grateful for this opportunity to present our opinions on the White Paper. We commend the government for a very long overdue revision of the immigration policy, and we agree, in general, with the suggestions of the White Paper. Our comments on the White Paper are contained in the list of recommendations on the last page of the brief. I would just like to point out briefly what those recommendations are.

We ask for two points of classification. The first one is in the area of admission: Clarification, and specific development, of the policy for admitting immigrants on humanitarian grounds. This is referred to in several places in the White Paper, but always in somewhat general terms which we find difficult to give any specific connotation.

Secondly, we ask for clarification to the point, of hopefully, rewriting paragraph 83 (b) and deleting such vague terms as "voluntary and willful indigency, disloyalty and subversion" which mean so many things to so many different people; and for...

The Joint Chairman Mr. Klein: Are you missing out the second paragraph?

Mrs. Chadsey: I was going to go back to that.

And the redefining of criminality to mean only major and habitual offences. Those are the two points of clarification.

In the area of admission we would ask for provision for sponsorship by responsible voluntary bodies or co-sponsorship of an agency and an individual.

In the area of deportation we would ask for provision for the stay of deportation in cases

involving political refugees, where deportation might amount to a death sentence.

In the last one on the list, we are asking for continuing research not only into the economic effects of immigration on the country and on immigrants but also on the social effects. But our main concern, owing to the constitution of the Council, is services to the immigrant immediately on landing—services to the individual immigrant.

We feel that according to the White Paper it is the intention of the Department of Manpower to provide adequate employment and counselling in the field of employment, and that it is the intention of the social development branch, or the citizenship branch, of the Department of the Secretary of State to consider group attitudes; but we feel strongly that there is nothing in the White Paper to provide for adequate individual counselling.

As soon as he lands, an immigrant needs, practical advice on such matters as housing, schools, social etiquette, medical services, transport, the price of shoes, and simple, ordinary, every-day advice on things which may differ very considerably from his own country. This does not necessarily mean immediate provision of individual counselling in depth. This should be provided as necessary by community agencies that serve all Canadians; but "individual", in what we envisage immediately the immigrant lands, means that he is not going to make his natural confusion deeper for the lack of a little individual, personal, practical advice. If this confusion is allowed it may well cause a serious breakdown which could easily have been prevented.

In view of this we have two recommendations in the area of services to immigrants: first, that the provision of these individual services rest with one department, probably the Department of Manpower and Immigration, and that these services be available immediately on landing; and, second, that there be a provision of funds for partnership arrangements with provincial governments and voluntary agencies which may provide special services for which they are best fitted in their own particular field and may thus contribute to the adjustment of the immigrant.

Thank you, Mr. Chairman.

The Joint Chairman Mr. Klein: I presume that the Committee would agree that this brief be made part of the record?

Some hon. Members: Agreed.

Mr. Régimbal: At the bottom of page 2 the brief states:

In this connection we welcome the decision to establish a Refugee Eligibility Commission, since the present machinery for dealing with the admission of refugees, especially political refugees, seems to be inadequate and discriminatory.

Could you develop this inadequacy? Have you any particular findings to point to on this matter?

Mr. Brewin: While you are puzzling about that, I have a supplementary. Is there any machinery at all for admitting refugees, as such I suggest that there is not any such animal, and that if they come in they do so under the normal regulations; that there is no regulation as such providing for the admission of refugees at the present time. You are asking that there should be. Is that right?

Mr. Trevor Pierce (Executive Director, Ontario Welfare Council): I think, Mr. Chairman, that this is done on an *ad hoc* basis under special conditions. We are asking that this be included as a regular part of immigration policy.

Mr. Brewin: I did not mean by that that the government and the department had not done so in the past. When there have been special needs of refugees they have in fact expanded, or disregarded, the normal regulations to enable humanitarian treatment to be given, but there has been no permanent provision for humanitarian or refugee immigration. You think that there should be, and that it should be spelled out?

Mr. Pierce: Yes.

The Joint Chairman Mr. Klein: Has not the question of political refugees been largely a matter of ministerial discretion?

Mr. Brewin: Just like everything else.

Mr. Régimbal: Do you have any special recommendations to make about things should be included in the terms of reference of the commission?

Mrs. Bennich (Director of Conferences, Ontario Welfare Council): The remark about political refugees was made in connection with the establishment of the refugee eligibility commission. It was hoped that this would be the responsibility of the commission to be.

The Joint Chairman Mr. Klein: You mean that the new legislation would provide for it?

Mrs. Bennich: The White Paper mentions quite clearly the establishment of the refugee

eligibility commission and we hope that this would be the commission to deal with political refugees.

Senator Pearson: May I ask a supplementary? Is this question of refugees a permanent fixture in our immigration policy or is this just a situation at the present time that has continued since the Second World War? Is it going to continue permanently, or is this a phase that will work itself out?

Mr. Pierce: I would think, Mr. Chairman, that experience has shown over the years that this is an international problem which has been with us a long time, and which is likely to be with us for a long time in the future. What we request is that consideration of a permanent and regular basis for admission of these special groups be incorporated in the terms of reference of this particular commission. We have not developed any specific recommendations, however, in this connection.

Mr. Ryan: But you are recommending the establishment of such a commission?

Mr. Pierce: Yes; and by implication I think we are suggesting a liberal attitude of acceptance of this kind of responsibility as part of a broad immigration policy.

Mr. Ryan: May I ask a question or two more along a supplementary line?

Would you suggest that this commission would, in effect, advise the government on a situation such as in Hong Kong, where there are refugees pouring in from Red China, or on a situation such as in Haiti where the Haitians are landing in the Bahamas by the hundreds? Would the commission make decisions about situations like these and pass on the advice to the government?

Mr. Pierce: I would think, Mr. Chairman, that what we are trying to emphasize here is that there should be a permanent set-up, if you like, and that it be not treated on an ad hoc basis; that we have permanent machinery, so that a question of this kind can be referred to the appropriate commission that we envisage in this recommendation in the White Paper.

Mr. Ryan: Are you envisaging such a commission for Canada alone, or have you an international chain of commissions in mind?

Mr. Pierce: Presumably this would relate to international machinery such as the High Commission of Refugees.

Mr. Régimbal: On page 3 you mention the immigration appeal board, and you recommend that consideration be given to the establishment of regional immigration appeal boards. This could be a big one. Do you have any special and specific information that you would like to pass on to us on this score, on how many regional boards, why are they necessary and where should they be?

Mrs. Chadsey (Vice-President, Ontario Welfare Council): I do not think we have any specific designation of size, shape and place. Our feeling was that with only one central board it is very often extremely difficult for people to reach it, and that the establishment of more easily available regional boards would help. But certainly we have no specific design for the boards. I think the operative words are "in due course". I think we recognize this.

Mr. Régimbal: On page 5 the brief states:

We recommend . . . that in order to carry out these programs effectively, the Government of Canada provide the Department of Manpower . . . and . . . the Secretary of State with adequate funds so that they may enter into partnership arrangements with the Provincial Government . . .

and so on. Would you care to elaborate on that because you have insisted on it already.

Mrs. Bennich: Mr. Chairman, the feeling of the committee was that the involvement of the voluntary organizations in the provision of services to immigrants would be important because they have considerable experience and years of practice. Very often the voluntary organizations, due to shortage of staff and funds, are not able to provide the service. The feeling was that the services to immigrants needed to be a co-operative effort between federal and provincial governments as well as voluntary organizations.

Mr. Régimbal: Do you feel that there has been a lack of co-operation and co-ordination in these areas, or is it just the fact that it is not tabled and catalogued?

Mrs. Bennich: Well, no; I think it needs to be a combination of services and a closer working together.

Mr. Nasserden: As a supplementary to that, do you not think that that work can be carried on more effectively at the local level than even at the provincial level?

Mrs. Chadsey: Not always; it depends very much on the case in point. Sometimes it is

better carried on at the federal level, sometimes at the provincial and sometimes at the local level; and sometimes it is a combination of the three.

Mr. Régimbal: Could you give us an example? I would be interested to know where we are going on this?

Mrs. Bennich: We do not provide services directly, Mr. Chairman. It would be difficult for us at this point to provide an example.

Mr. Pierce: Well, Mr. Chairman, one example current in Toronto is the school that has specialized in providing a special kind of educational facility for those who need it. There was a real question about the financing of this service in this particular metropolitan centre. In other words, there was the question of provincial funds being made available for specific kinds of specialized service, highly important and highly appreciated. It illustrates the need for collaboration between the federal, provincial and local governments and, we are suggesting also, because of their intimate concern and experience, the voluntary groups, including the churches, who have demonstrated over the years their ability to provide specialized services at the local level.

Therefore, to supplement what Mrs. Chadsey has said in answer to this question, although some services can only be delivered at the local area of residence, or activity, if you like, there is obviously a need for provincial and federal sharing in the financing and the development of policies that will enable this service to be available at the local level.

If I may add, very briefly, a comment on our own interest in this area, as a provincial organization concerned with the development of public policy as it affects the well-being of Canadians and new Canadians who come in, although we do not provide this kind of direct service we do collect the kind of experience that illustrates the need for a variety of services. We are not suggesting that they should be either local, provincial, or federal, but certainly in this area we see a need for the closest collaboration at all levels, including voluntary contributions. But the voluntary sector requires a great deal of financial support in order to do this because the voluntary dollar is drying up for this kind of service. What we see is the need for an acceptance of the role of the voluntary groups here but at the same time recognition of the fact that they are not able to finance the kinds of programs that they are able to provide.

The Joint Chairman Mr. Klein: Mr. Pierce, this morning the Social Planning Council referred to a school being operated by the Board of Education. Is that the same school that you were referring to?

Mr. Pierce: It is the same place.

The Joint Chairman Mr. Klein: Mr. Enns?

Mr. Enns: In the introductory remarks reference was made to annual inter-group conferences dealing with immigration problems. I gather that from these annual conferences you have gleaned information that gives rise to the concerns expressed in the brief, especially with regard to better counselling services. You did say that immediate counselling was necessary to the immigrant on arrival in Canada. Would you not make it even earlier than that and that counselling should be given before the immigrant leaves his own land? You say this in another way requesting better trained immigration officers. Should this not be something which is begun even before he leaves his home?

Mrs. Chadsey: Oh, yes; I would agree that, hopefully, you would have both; because you can, in fact, do a great deal of useful counselling before people leave their own country. It is very difficult for somebody coming from another country to visualize correctly, the place that they are going to so that you really need the same kind of counselling also when they arrive.

Mr. Enns: From your wide experience would you be able to tell the Committee whether or not there are many immigrants who come to this country, who are completely alone and who do not know anyone when they come? Are there many that come and cannot go to any friend and say: Where do I buy shoes in this town?

Mrs. Bennich: Mr. Chairman, the figures show that the great bulk of immigration was sponsored immigration; we know that; but in connection with those remarks I would like to point out that some of the best preparation is being done by the Dutch groups, where they are prepared by their own government. They used to come to Canada in groups, with their own priest, and used to settle the same way.

In this connection also discussion brought out the importance, for instance, of language preparation before they come and whether the language instruction could be provided before they take off from their home land, or immediately afterward; but—

Mr. Enns: In both French and English?

Mrs. Bennich: Well, any preparation done ahead of time will help the immigrant to settle in.

Mr. Pierce: I would like to add to this that although the indication at this point may be that a high proportion of immigrants coming into this country have been sponsored there is an assumption behind this that if there were a great change in immigration policy, and a percentage of selected immigrants were brought in, then this would increase, presumably. Recognizing the importance of economic adjustment in order to prevent any social problems that might arise, and in order to enhance potential integration, these services should be made available.

It would seem to us that if more in these categories are to be accepted then there is a greater need, presumably, for this kind of service. Sponsored immigrants would tend to go to the groups they know and at least there would be some tiding over. It is likely that the other group would increase and therefore the need for this kind of service would increase.

Mr. Enns: It seems to me that the decision to come to Canada is likely to be stimulated by the knowledge of someone else having made out all right. I am not sure that this is based on any real facts but I wanted to come back to a question regarding your recommendations.

I am interested in your suggestion that paragraph 83 of the White Paper be redefined or that certain terms be omitted. Other groups have spoken to this before. Where you talk of re-writing paragraph 83 and of "deleting vague terms and redefining criminality". I wondered if you could elaborate on that? I think you mentioned that major habitual offences should be one of valid concern but that certain other offences should not necessarily militate against entry to this country.

Mrs. Chadsey: I think that this was probably a development of the suggestion in the White Paper that no longer should minor offences, or offences which are not habitual—one offence many years ago—necessarily militate against people; and also, that the well-known and mythical idea that a parking offence is sufficient to stop you from coming into Canada is not really true. This is a widespread belief. What concerned us was that in discussing this paragraph we found that almost everybody had a different opinion on just exactly what these terms meant. When

this is the case it makes the whole thing very, very difficult.

Mr. Brewin: May I ask a supplementary dealing with criminality?

Do you have any clear idea what "subversion" means? I have always thought that it meant suspicion of unpopular political opinion. Have you any better definition than that?

Mrs. Chadsey: We paid particular attention to this word. It was possibly the one on which people expressed the greatest variety of opinions on the exact meaning.

Mr. Brewin: I believe the Supreme Court of the United States has ruled it as unconstitutional in their statutes, but I guess that has not happened here yet.

Mr. Pierce: Mr. Chairman, what we are drawing attention to here is a conviction in the group, working within our own council, that there are some problems in this area and we are suggesting they should be looked at. We do not claim to be able to offer any expert opinions in this respect. We are merely drawing attention to the fact that we see some very real problems.

Mr. Enns: I have just one more question, Mr. Chairman, and I do not know just how appropriate it is to the brief or to the White Paper because there is really no reference to the adoption of orphans in the immigration program. The Committee may know that the International Social Service does facilitate the bringing into this country of orphans for adoption by Canadians, but this is a very slow process. I think only a dozen or so children are being placed each year. Does the Welfare Council see any area in which the immigration policies are a restricting factor in this slow influx of international adoption?

Mr. Pierce: I would hesitate to comment on the current practice, Mr. Chairman, because our intention was to direct our comments to the White Paper itself. Here we have confined ourselves to a warm acknowledgement of the intention to extend humanitarian immigration, and we would hope that this could be one of the areas to be included.

Mr. Enns: Thank you.

The Joint Chairman Mr. Klein: There seem to be no further questions.

Thank you very much for coming before the Committee.

The next witness before the Committee will be Mr. B. B. Swadron.

Mr. Swadron, we do not have any statement about the organizations, if any, that you represent. I understand that you have not presented a brief but that you will present one; is that correct?

Mr. B. B. Swadron (Canadian Association for Retarded Children): If the Committee wishes it a written brief could be prepared.

The Joint Chairman Mr. Klein: If you think it necessary to file one you may do so. What organizations do you represent?

Mr. Swadron: Yes, Mr. Chairman; I represent two organizations, both national and both voluntary; the Canadian Mental Health Association and the Canadian Association for Retarded Children.

Perhaps I could introduce the gentlemen I have with me. On my left is Dr. G. Allan Roeher who is the National Executive Director of the Canadian Association for Retarded Children. He is a doctor in the field of rehabilitation, and was educated both in Canada and the United States. On my right is Dr. John D. Griffin, a psychiatrist, who was educated in Canada, the United Kingdom and the United States. He is the general director of the Canadian Mental Health Association and also the president-elect of the Canadian Psychiatric Association.

We are pleased to be here. Unfortunately, because the notice was so short we did not have an opportunity to prepare a brief.

The Joint Chairman Mr. Klein: You may file one if you feel you would like to do so. We will be very pleased to have it.

Mr. Swadron: Thank you very much.

The Joint Chairman Mr. Klein: If you do file one I am sure that the Committee would want it to be part of the record.

Mr. Munro: Perhaps the speaker would identify himself.

Mr. Swadron: Mr. B. B. Swadron.

The Joint Chairman Mr. Klein: Yes; and what is your capacity in connection with these organizations?

Mr. Swadron: I am appearing as legal counsel for them. I am a lawyer, and I am now consultant to the Ontario government on the imminent new mental health legislation to be introduced this session.

I might preface my remarks by stating that there is a revolution in Canada with respect to legislation dealing with mental disorder, and that the legislative activity in the prov-

inces has never been so great as it has been in the last decade.

I think it would be, perhaps, a good idea if I tried to find the source and the *raison d'être* of the current provisions of the Immigration Act dealing with prohibited classes on account of mental disorder. I have a reference from the Canadian text written by one Smith in Toronto in 1920. It is a short quote in which he states that of 3,083 cases reported for one period from the psychiatric clinic of the Toronto General Hospital there were 862 morons; 818 imbeciles; 114 idiots; 497 insane; 75 epileptics; 385 backward; 3 cretins; 7 deaf and dumb and 322 apparently normal. But of the patients coming to the clinic for the period to which the above figures apply, only 45.33 per cent were Canadian. The greater part were therefore foreign; about 55 per cent.

Senator Pearson: What does he mean by "foreign"?

Mr. Swadron: Not Indians or Eskimos. He continues by saying that since, however, Toronto showed in 1911 a population of 376,538, of which 33,131 were foreign-born, then about 8.8 per cent of the population was furnishing 55 per cent of the above clinical cases. That on the face of it, looks desperately bad for the foreigner, at least so far as Toronto is concerned.

Now that was in 1920. The author continues by saying that perhaps the statistical data do not reflect a position as bad as it might look. Nonetheless, I think that it is fair and reasonable to state that if we took that quotation at its worth that represents the prohibitory exclusions in the current Immigration Act.

If I may I will read the very short section which is involved, section 5:

No person shall be admitted to Canada if he is a member of any of the following classes of persons:

(a) persons who

- (i) are idiots, imbeciles or morons,
- (ii) are insane or, if immigrants, have been insane at any time,
- (iii) have constitutional psychopathic personalities, or
- (iv) if immigrants, are afflicted with epilepsy.

An hon. Member: Is that the way the section reads now?

Mr. Swadron: Yes sir, I merely omitted the Roman designation.

Mr. Brewin: If you refer to section 19, you will see that it provides for the deportation of people who have become inmates of an asylum or hospital for mental diseases, so that even if you are admitted, if you have once become an inmate, under the present law, you are liable to be deported.

Mr. Swadron: Yes, sir, and I am going to come to that. This prohibition does not merely cover the classes I have outlined, but also a member of a family which would accompany such a prohibited person unless, in the opinion of the special entry officer, it would not cause undue hardship to split the family. There are some saving clauses with respect to the treatment of persons under non-immigrant status and also with respect to cases where the Minister will issue a permit, but in those cases the permit is limited to not more than twelve months and it may be cancelled at any time.

It seems unfortunate that ministerial discretion would be required in cases of this kind and, moreover, it is hardly clear when concessions will be granted. There are indications that humanitarian motives have prevailed on a local basis, but there are far more cases of extreme hardship. Dissatisfaction with these provisions has been voiced for a number of years in Canada and briefs have been prepared by the two associations represented here and the Canadian Psychiatric Association, and I am sure that many associations that I have not mentioned have prepared briefs in this respect.

I would mention at this point, as you are all aware, that immigration laws are peculiar in so far as it is difficult to say that a person has a right to emigrate to Canada. There are no rights given to nationals of another country for purposes of immigration. On the other hand, it is felt by the associations I represent that there are a number of reasons why immigration laws should be fair and reasonable. The first one is evident; inherently they should be so. The second reason is that often Canadian citizens—and often by family ties—have a valid interest in bringing persons from foreign countries to this country. Then the third reason, which is very important, is the question of reciprocity between this country and other countries.

Mr. Munro: I wonder if you could repeat the first reason again?

Mr. Swadron: I feel that they should be inherently fair and reasonable just for the sake of being that way.

From a practical point of view I think that everyone here knows that for both permanent and temporary purposes there is a tremendous amount of movement between the United States and Canada, and much attention has recently been paid to cases where there have been difficulties in border crossing and in emigrating to and from Canada. In fact, a congressional amendment in 1965 to the United States Immigration and Nationality Act—and the reference is Public Law 89-236, and in particular section 15 of that amendment, which amends section 212 of that act—has relaxed the provisions of the United States laws to a position which is certainly a step forwards. Previous to this 1965 amendment their laws were not unlike ours. I might read a statement from the congressional record of Congressman Fogarty—and I might say unfortunately, as I heard two days ago, the late Congressman Fogarty—when he introduced this amendment in Congress:

There is reason to believe that the special reciprocal relationship we enjoy with Canada and Mexico will mean that our affirmative action this amendment to-day will bring a like response from their respective legislative bodies.

I turn now to the specific provisions of the Immigration Act, but before I do perhaps I should tell you about the amendments on the other side. The mention of the word "epilepsy" was deleted altogether. Without going into too much detail, the provisions in respect to retarded children up to the age of 14, where they were members of a family otherwise admissible, were that they could be admitted on certain grounds. I understand up until that time a congressional amendment would be required to have a person admitted to the United States on that basis. In respect of mental illness it provided that certain excludable aliens whom the Surgeon General finds to have been free of mental illness for a period of time sufficient to demonstrate recovery shall be available for a visa. My pauses there were where we had dots in the middle of the quotation, but those are the pertinent words. Where I paused it was a break in the very words of the statute, the unnecessary words, perhaps, the section numbers, which would not have made any difference to the sense of what I said.

I now turn to a consideration of the specific provisions of the Immigration Act. I think no one will disagree that the language employed

is archaic and, what is more, the terms are vague and uncertain, yet mere substitution of terminology does not appear to be the answer. It is the feeling of the two associations represented here that each case should be considered on its individual merits.

If I may, I would like to review two amendatory bills which were introduced into the House of Commons in the last session. These are Bill No. C-60 and Bill No. C-107, both of which had their first readings on January 24, 1966. Without going into detail, Mr. Chairman, one advances the case of the retarded and the other advances the case of the mentally ill. I would suggest that a bill which forwards or advances the case of one group over the other is discriminating against the group which is left behind and the two associations which are represented here. The Canadian Mental Health Association and the Canadian Association for Retarded Children, have one common purpose in this respect.

In reviewing some of the developments, I note in Part II of Mr. Sedgwick's report at page 5, paragraph 4, he notes that the provisions of the act dealing with prohibited classes on grounds of health should be reviewed, and particularly section 5(a)(2), which bars persons who are insane or, if immigrants, have been insane at any time. Mr. Sedgwick then goes on to mention that these persons often make a complete recovery. I would suggest that it is unfortunate that Mr. Sedgwick picked merely that clause and that he implied that perhaps complete recovery would be indicated. Perhaps further comments can come from the public information aspect of the Sedgwick Report, Part II. I am not sure of the authorship of this document, but it mentions that there would be a thorough study made of immigration, health and mental standards. As a matter of fact, it says that that was made. Indeed, in paragraphs 58 and 63 of the White Paper there are pertinent provisions dealing with this matter, and perhaps in this respect I will leave it to my colleagues to comment on the feasibility of some of them in a few moments.

I would also like to mention that in January of 1966 there was a meeting in Ottawa of what is known as the Third Canadian Institute on Mental Health Services, and there were perhaps 150 psychiatrists and general practitioners in attendance from all across Canada, and I would like to read to you a

resolution that was unanimously adopted at that meeting. The text is as follows:

resolved that the organizers of this Institute

that is, the conference:

Recommend to the appropriate authorities that the Immigration Act be amended to the effect that the decision to prohibit a person from entering Canada be not based on either the person, or a member of his family, falling into a certain psychiatric diagnostic category, nor the person having a history of hospitalization in a mental hospital, but on such a criterion as an assessment of a person, or a member of his family, in terms of the likelihood of his becoming a long term liability outweighing his being an asset to Canada, and that once a person has become a landed immigrant, he not be subject to deportation on account of mental disorder alone.

In framing certain principles which might be followed and are exemplary, it is felt that the history of mental disability or a mental hospitalization should not necessarily exclude immigration. The proper ground, it is believed, should be a consideration of the person's present status, his potential, his prognosis both medical and social and, in some cases—or perhaps all cases—the resources of himself and his family.

Mr. Chairman, I believe the proper word, if we are looking for one word which should form the policy for making these decisions, is flexibility. The application of these tests need not always operate to the benefit of the person who is applying for admission to Canada. There is no reason why a person who has suffered from mental disorder or disability, or indeed has some measure of that, should not be treated, for purposes of immigration, in like manner to a person with physical disabilities. It is recognized that some classes of people are prohibited, for example, those mentioned in paragraph 63, clause (a), of the White Paper:

Person suffering from any disease, mental or physical, which constitutes a danger to public health or safety.

No one here is suggesting that the gates be opened to such persons. The watchword again is flexibility, and perhaps in certain cases that would include compassion as well.

In the case of non-immigrants, such as tourists and vacationers, it is submitted that the

law should be such that it facilitates rather than hampers a family from travelling with a mentally disordered member; for example, a retarded child. In recent travels across this country I have heard of unfortunate cases in many centres where persons who wished to cross a border for a week-end, perhaps, were not allowed to do so. They were turned back on the basis of the present prohibition in the Immigration Act.

I would like to add a further word about section 19 of the Immigration Act, which deals with reporting procedures and the question of deportation. Included in those who are reportable—if I may use that term—would be any person other than a Canadian citizen or a person with a Canadian domicile who has become an inmate of an asylum or hospital for mental diseases. The reference is section 19(1) (e) (iii). And such a person who is so found, upon inquiry held by a Special Inquiry Officer, is subject to deportation. For the purposes of the Immigration Act, as you all know, a Canadian domicile is acquired by a person having his place of domicile for at least five years in Canada after having landed in this country, and the period during which he is confined in a mental hospital, or asylum as they call it, does not count towards his obtaining his Canadian domicile.

This causes a lot a difficulty in practice. A person who perhaps is equally as sick as a mentally disordered person in a mental hospital, yet is fortunate enough to obtain his treatment in a psychiatric unit of a general hospital and in this way not be caught within the web, has nothing to worry about. There are various times at which I have heard concern expressed by persons who need psychiatric treatment, even though they may not be deportable, who are worried about going to a psychiatric facility for fear that this might raise the question that they are deportable, even though in fact and in law they are not. In this day and age, when we are trying to encourage people to get treatment and mental illness and mental retardation are conditions for which treatment or training is indicated, I think perhaps we are discriminating. I believe there is a valid argument against making a person, once admitted to Canada, subject to deportation merely because he is placed in a mental hospital.

Gentlemen, I have said enough. I think perhaps you would like to hear a little from those who know what is happening in practice and I would ask—

The Joint Chairman Senator Langlois: Excuse me for a moment. The chair has just been informed that Father Frederick M. Perna of St. Helen's Church, 1680 Dundas Street West, Toronto, is in the room, and he has had lengthy experience in immigration matters and he would like to comment on the White Paper before this committee, but because he has to leave for Ottawa on important business this evening an inquiry has been made whether or not we should consider hearing him before supper. I am in the hands of the committee.

An hon. Member: May we not hear him in Ottawa?

The Joint Chairman Senator Langlois: I understand that he is just going to Ottawa on a business trip. He is from Toronto. I am told that he is appearing tomorrow morning on a deportation case in Ottawa.

An hon. Member: Would he be before the committee for any length of time?

The Joint Chairman Senator Langlois: As I understand it, he just has a few comments. It should not take long.

Mr. Brewin: Mr. Chairman, may I suggest that the committee hear him as soon as this brief is completed? Could that be arranged? We should point out that our time is limited, but I am sure he will understand that. I think he has been here most of the day.

Mr. Roxburgh: What time does he have to leave?

The Joint Chairman Senator Langlois: I am just checking on that now, Mr. Roxburgh. Mr. Munro, will you carry on.

Mr. Munro: I was going to ask, Mr. Chairman, if Mr. Swadron, before he concludes, would end up by telling us his opinion of that part of the White Paper which deals with this particular phase.

The Joint Chairman Mr. Klein: May I suggest that the Reverend be made part of the program in Montreal? Could we do that? I know he would be very pleased to come to Montreal.

The Joint Chairman Senator Langlois: Well, we can make the necessary arrangements, then. Let us carry on.

Mr. Swadron: The pertinent clauses are (a) and (b). In respect to clause (a), as I mentioned, it is the opinion of these two associations as well as mine that one could not quarrel with clause (a). If a person represents

a danger to public health or safety, I think we are agreed that it is not a desirable thing to admit him.

Mr. Aiken: Either physical or mental health?

Mr. Swadron: Yes. I would think that perhaps "mental" represents a violent person. I would think that "physical" might mean communicable diseases.

Mr. Aiken: And the second recommendation?

Mr. Swadron: It is difficult to say, sir, because, as you will note, on the first line of paragraph 63 it says "without going into legal details", and I am not too sure what the provision would work out to be and what criteria would be applied. Certainly in its general terms I think it is desirable, but perhaps there could be some further relaxation and elucidation in the legislation itself.

Mr. Aiken: The one thing that this section does state is that in the case of a mentally or physically defective person—that is, a child particularly—accompanied by his family there is no objection because they will be there to look after him.

Mr. Swadron: I might point out that Dr. Roehrer will be making some comments in this respect, especially in regard to the inability of many persons who are mentally retarded to look after themselves.

Mr. Roehrer (the Canadian Association for Retarded Children): I think this does concern us, Mr. Chairman, because I think that clause still reflects an obsolete opinion and one that is inconsistent with the facts of what is happening in the field of retardation at the present time, especially if you limit the family to the degree that they must be able to look after the mentally retarded. It is in the interest of Canada to bring in certain kinds of immigrants or people for reasons other than their economic ability to sustain them. It may be for scientific reasons, professional reasons, and so on, and they may well not be able to guarantee this and in that way be excluded, and these problems have occurred.

However, I think what is even more important is that the whole situation about mental retardation is quite different now than it was thirty or forty years ago. When we speak of the retarded we are talking about some 600,000 people in Canada, and counting their parents and brothers and sisters, we are talking about 2½ million people in Canada who are concerned with this problem. It is really just

coming into public focus, but a good deal has been done by way of demonstrating that in fact most of these people are not mentally retarded in the sense of being a handicap on society or economically. Actually, the modern terms are mildly, moderately and severely retarded, and the mildly retarded group, which are those who have a functioning intelligence of somewhat over 50 I.Q., constitutes about 75 per cent of the group. These are the people that are in the employment market or can be in the employment market. In fact, the Department of Manpower and Immigration spends a good deal of money in helping to build vocational schools and supporting vocational training programs to place these people into the market. We are still fighting public opinion in the sense that there is a belief that with automation and technology these people are being put out of work and that there are no jobs for them.

Actually, just the reverse is happening. There are excellent statistics put out by the U.S. Labour Department and the U.S. government, which employs these people directly now, showing that in fact there are more job opportunities than there are these people to fill them. Naturally it takes a while to demonstrate this to convince public opinion. Actually what you find when you survey the problem of retardation—you take a community and count every retarded person and you break down your figures—is that within the age range of one to five you can only find approximately one per cent of retarded in the community. Then within the age range of around six to sixteen it jumps to as high as ten per cent. Then again from the age sixteen and over, if you count those people you will find that it drops down to something like one or two per cent. What this really means, measured against educational standards, is that when these children get into the school system they do not have the abstract reasoning, and so on, and so they are given a mark which is labelled "mentally retarded". But, in fact, they proceed through school and blend into society and become members of society, and we no longer recognize them. I think that any changes in the act should take this into consideration when we speak of the clause "well able to look after them", because these people do, in fact, look after themselves, and we have had some very dramatic illustrations of how things have changed.

In one example, which was a project financed by Manpower and Immigration and provincial governments a year ago, 19 cases that had been placed in an institution—in

those days it was felt that this was the place for the retarded—and who had lived there for 20 years or over were taken out of the institution, placed in a co-operative type of boarding home, given an opportunity to become socialized, given vocational preparation and placed into employment. It cost the government about \$52,000 for this program, but had they been left for the balance of their lives where society had designated them it would have cost just over \$1,200,000. This demonstrates what is now going on in Canada. In fact provincial and federal governments and voluntary bodies are developing programs to the point where these people no longer fit into this class of mentally retarded. For the vast majority, 95 per cent, there will not be any institutionalization. Of the estimated 600,000 mentally retarded in Canada there are only 25,000 in institutions and these large institutions are no longer being built in spite of the fact that our population is increasing, and so on. We are now handling these people in society quite successfully. They start with pre-school programs and special education and go on into vocational preparation and then most of them go into the open employment market. Some of them go into sheltered employment, where they still earn their living although they may not be earning a full salary.

Important industries in Canada such as the pulp and paper industry are finding that certain changes are taking place in Canada that create a demand for these people. One good example in the pulp and paper industry is where there has been an intensive educational program for the children of workers which goes on for some 15 or 20 years. This has begun to take and parents will eventually have their children educated to grade X and XII and on into the new grade XIV level. These people no longer want to go back into the woods and do this kind of work and they are now finding that it is these so-called trainable or educable mildly retarded who are filling these very vital posts, and we are supporting training programs for this.

So I submit Mr. Chairman, that in any immigration policy we are attempting to do two things. We are attempting to avoid the brain drain which, in a sense, is due to the United States having changed their legislation, making it possible for them to attract desirable Canadians, and we in turn would like to attract other people who, because of their professional and other skills, are required and yet may be classed as retarded

persons who are not necessarily going to be dependent—in fact, probably not—but they could be excluded in the manner which the clause in the White Paper still suggests. I think that sums up our view, Mr. Chairman.

Dr. J. D. Griffin (Canadian Association for Retarded Children): Mr. Chairman, I would like the Committee to recognize the fact that here today we have a demonstration of how closely two independent national voluntary organizations work together. Here is the Canadian Association for Retarded Children and the Canadian Mental Health Association, both national associations, both having provincial divisions and local branches spread right across this country, both concerned with mental disability in Canada, and yet working co-operatively to ensure that there is not only no overlap but, indeed, there is enhanced collaboration in their efforts to overcome these problems. The focus of concern, of course, is different. The mentally retarded child is not suffering from an illness, as is the mentally ill child. He is suffering from a disordered condition from which he will probably not recover. Nevertheless, he can be educated and socially rehabilitated. This is the point that Dr. Roher has been making.

On the other hand, there are thousands of Canadians—in fact, 10 per cent of the population at any one time—that are suffering from various degrees of mental illness. Now, these people are not usually permanently ill. It is this misconception that once a person is mentally ill he is forever incapacitated that I think has been at the base of a lot of the trouble we have had with the present act. To a large degree the White Paper corrects this misconception or, at least, points the way for its correction, and I think both the Canadian Psychiatric Association and the Canadian Mental Health Association can commend the government for its publication of this document in so far as it points the way for the development of a new act.

There are, however, some basic problems which I think the Committee in particular and in the end the House of Commons and the Senate will have to try to understand. One of them is this old word “insane”. This comes into legal phraseology all the time and it does so again in this act that we are looking at today, the Immigration Act of 1952. The question of whether a person who is striving to gain admission to Canada as an immigrant, whether he is now insane or at any time in his life has been insane, under the present

regulations, of course, technically forever excludes him from coming to Canada. Now, this is our point. Very often the only practical way of determining whether a person has been "insane" is to find evidence of his ever having been admitted to a mental hospital. If he has, the presumption is that he was at that time insane. Of course, this is completely erroneous, a complete misconception. People nowadays go to mental hospitals and are admitted as voluntary patients, and even at times can be legally committed, where the legal connotation of insanity is not made. They may be suffering from an acute depression and they get treatment in a mental hospital which helps them to recover within three weeks, or even less, and they recover to a point where they are as well as they have ever been. It is, of course, ridiculous to exclude that person from Canada. This person may be a professional person, a skilled person, a tradesman, an asset to the country, but because he has had this one little stay in a mental hospital, under present regulations he is forever banned.

Now, the White Paper says this should be changed, and well it should. My concern is that it will linger nevertheless in some way when we try to assess the danger to the public health or safety because of the conviction that so many people have that once a man has been dangerously insane, even though he is recovered at the moment, he will again become insane and therefore we had better keep him out. This is why we put the emphasis, rather, on the assessment of the individual in terms of his medical and social prognosis. What are the chances of this happening? What is the balance with reference to his long term liability, on the one hand, as compared with his potential asset to the country, and this is the chief point that I think our association would like to make. We would like to suggest that some of these cases are going to be difficult to assess. The medical and even consultant specialists available at the country of origin—in Britain, for instance—may be at a loss to know exactly how to appraise these persons, in which case it seems to me there should be a tribunal of experts available in Canada who could have the case reports sent to them in full. This tribunal should have both medical and social scientists on it. I am suggesting this simply as a kind of safeguard. The tribunal could then assess a little more accurately the potential of this man or woman under question.

With reference to deportation, this has been covered by Mr. Swadron. I really have nothing more to add. I would say as a psychiatrist and a doctor, however, that we do know that it is possible for people coming to this country, without the kind of adequate preparation which has been described as being so important by the Ontario Welfare Council who preceded us before this Committee, to suffer from what we sometimes call "culture shock". The shock of trying to adjust in a new country with new values, new laws, new ways of doing things is, for the moment, too much for them. As has been said, sometimes they break down as a result of this. Now, to deport such a person is, on the surface, inhumane and incorrect. We do have on record, however, certain people who do not recover from this culture shock and where the medical treatment would involve a return to their native land as a humane as well as a sound scientific method of treatment. My point is that this should not be a matter of automatic law or automatic deportation. It should again be a matter of medical advice and medical concern with reference to the individual. I think, sir, as the time is late and you may have questions which you would like to ask us while we are here, that this would be the best way we can serve your purposes.

Mr. Munro: Mr. Chairman, any one of these three gentlemen who would like to answer these questions may do so, but I merely want to clear up a couple of points. Paragraph 83, sub-paragraph (c), of the White Paper reads:

No immigrant will be deportable for a cause beyond his own control.

I take it that you are fully satisfied that this corrects the clause in the old paragraph 19 of the Immigration Act, which reads:

has become an inmate of a penitentiary, gaol, reformatory, or prison, or of an asylum, or hospital for mental diseases,

I am referring specifically to the fact that the reference to asylum or admission to hospital are matters that the individual has any control over.

Mr. Griffin: That is right.

Mr. Munro: So that you are fully satisfied that the reference here, as far as deportation is concerned, is corrected now if the government carries through with the provisions of the White Paper?

Mr. Griffin: Yes. This, of course, has to be spelled out. I think there ought to be provision, in cases that require return to their own

country for medical grounds, that this be carried out without it necessarily carrying the stigma of deportation.

Mr. Munro: Now, just going back to paragraph 63 (a):

Persons suffering from any disease, mental or physical—

I take it you are fairly satisfied with the term "mental disease", provided that when it goes into the legislation it is enlarged upon so that it is not too restrictive, I suppose?

Mr. Swadron: Sir, I would rather see the generic term "mental disorder" used.

Mr. Munro: All right. If mental disorder was used rather than mental disease, how would you interpret that?

Mr. Griffin: It would include, for example, both the retarded and the mentally ill person. Mental disease does not really include mental retardation, unless Dr. Roeher wants to include retardation under "disease". I do not think you do, do you?

Dr. Roeher: No.

Mr. Munro: We are talking about people with mental disorders who would be prohibited entry. In laymen's terms, what would that include?

Dr. Griffin: Both retardation and illness.

Mr. Munro: It would include both?

Dr. Griffin: Yes.

Mr. Munro: I thought you were making the point earlier that you did not think it was reasonable, in terms of the advances made, that persons who are regarded as being retarded, should be excluded. I thought your point was that there should be some board set up, perhaps under the regulations to the new Immigration Act or the act itself, that could review these situations and there should not be automatic exclusion for the mentally retarded. If we use your definition of mental disorder, which you suggest includes mental retardation, would that person not be automatically excluded?

Mr. Swadron: May I add a word? On the question of judgment as to whether the operative words are "satisfied that the person constitutes a danger to public health or safety", perhaps this board could decide that very question.

Mr. Munro: In other words, your feeling is that if we change this to "mental disorder" and with the qualifying words, "constitutes a

danger to public health or safety", this would not unduly restrict the admission of the mentally retarded person?

Mr. Swadron: I think it is difficult to get anyone to agree that a person who constitutes a danger to public health or safety is a desirable immigrant, but again that is a question of determination.

Mr. Munro: And a very large percentage, indeed, of the mentally retarded children in your experience certainly would not fall under that category?

Mr. Swadron: Our concern, I think, would be that in the judgment of an officer who makes this decision, if there is no tribunal, that he may well reflect archaic public attitudes that mentally retarded are dangerous and constitute a hazard. I think this would be our concern and, of course, we are faced with this all the time. There is this overlay of feeling and attitude which will take some time to overcome.

Dr. Griffin: Might I point out also, Mr. Chairman, that the same comment holds for mental illness. There is a common misconception that anybody who is mentally ill is dangerous. This is, of course, ridiculous.

Mr. Munro: Referring to paragraph (b), then, what in your opinion is a mentally defective person?

Mr. Swadron: If I may answer, from a common legislative point of view I think defective means retarded when used in conjunction with the word "mental". Again I would suggest that where you are looking for a generic term in any of these clauses you should use the term "mental disorder". On the other hand, one would like to see the classing, as in this section, of mental and physical disorders in one group, rather than having special provisions relating to the mentally disordered and special provisions relating to the physically disordered or disabled.

Mr. Munro: You would change paragraph (b) to "a person suffering from a mental or physical disorder"?

Mr. Swadron: Yes. Again subject to what Dr. Roeher said, when I stated that generally this principle seemed sound to me I meant in the sense that it was certainly a step forward, but perhaps the house could go all the way and have the legislation appear in form as well as in substance, because legislators generally are coming around to recognize these matters.

Mr. Aiken: May I ask Dr. Roeher a supplementary? You would not under any circumstances include a person whom you describe as mildly retarded?

Dr. Roeher: I think if, under special circumstances, there is reason to do so, which I imagine the Department of Immigration can do at any time. Normally, no. I just have two concerns about paragraph 63 (b). One is the point about being able to look after him. I think it restricts the very thing that we are trying to do, and we have enough case histories on file of people that Canada wanted to bring in but they could not guarantee some of these things.

The other point, I think, is what they mean by the term "unless he is a member of a family". Now, it is not unusual for somebody to be responsible for a brother or a sister rather than a child, and here again this seems very restrictive, and what concerns me about a general clause like this is that by the time it gets down into regulations we are back where we were in the interpretation.

Mr. Munro: My next question, Mr. Chairman, is could the gentlemen here not collaborate and come up with some suggested legal phraseology that you would advance for consideration as far as inclusion in the legislation is concerned?

Mr. Swadron: It would be difficult to do it instantly, sir, but I am sure it could be done.

Mr. Munro: As I understand it, you are preparing a written brief to follow your oral presentation, and I am wondering whether this could not be included?

Mr. Swadron: Certainly.

Mr. Munro: We could go on indefinitely on this question of mental illness but I realize, Mr. Chairman, it is getting late. However, I was wondering what you thought of the United States amendment that retarded children up to age fourteen would be admissible under certain circumstances? Do you like that approach better than the one suggested in the White Paper?

Mr. Swadron: I think the White Paper is definitely better, but I think the arbitrary age qualifications present the same problems as the arbitrary financial qualifications.

Mr. Munro: I see. Fine. Well then, what about the United States amendment with respect to mental illness? In other words, they give lots of latitude in their act, as I understand it, and delegate the authority to the Surgeon General to determine.

Dr. Griffin: Yes, I think in general that is in the right direction. They do not define "a period of time sufficient" except to convince the Surgeon General that he has presumably recovered.

Mr. Swadron: In one respect perhaps that is good. If they did prescribe a time it would become arbitrary.

Dr. Griffin: May I give you an example, Mr. Chairman. A man can be completely incapacitated with a severe depression, where he is not only in need of hospital care but he may be in danger of suicide, and yet recover within perhaps three weeks—certainly within a couple of months—and be as well as he has ever been. Now, to say that you have to have an arbitrary period of seven years since the last illness, as I have seen suggested, is a question requiring medical study. It depends on the time he had his last depression. Has he ever had a depression before? If this is the only one, he is not likely to have another one. All of these things have to come in to help you decide whether there has been "sufficient" time allowed.

Mr. Munro: In order to inject into the act the flexibility that you seem to be emphasizing, I would think this would have to be delegated to a body such as is suggested in the United States amendment.

One other thing that I did not quite understand, Mr. Chairman, was Mr. Swadron's reference to the two house of commons bills, and then he indicated that one was directed at the mentally retarded and the other one was directed at people suffering from mental illness, I believe, and he said he thought that this left out a category and it involved discrimination. I am sure I have that wrong.

Mr. Swadron: Mr. Chairman, what I meant to say was that there are two main groups represented here, if we could split them, one relating to those who are retarded and another relating to those who are ill and may be cured. The retarded must be trained. In one case the alleviation would advance the case of the retarded. In one bill it speaks of the retarded and in another bill it speaks of the mentally ill. It was suggested that if you recognized one of these general groups as being entitled to an alleviation of the prohibition, it could be interpreted at the same time as an admission that the group which is not being advanced deserves to be in the prohibited class where they are.

Mr. Munro: I wish I knew what bill you are specifically referring to.

Mr. Swadron: I believe they are on the record. I mentioned Bill No. C-60. I do not know whether we can really take it into consideration without knowing the substance of those bills but presumably, rather than take up the time of the Committee—

Mr. Brewin: I wonder if I could ask about the subject matter of the bill? The bill I introduced had to do with responsibility for criminal acts. That is not the one to which you refer?

Mr. Swadron: No sir. If you wish, in one or two minutes I could tell you the substance of these two bills. I think they are both a step in the right direction. I do not suggest—

Mr. Brewin: What do they relate to?

Mr. Swadron: Pardon me?

Mr. Brewin: Do they relate to immigration?

Mr. Swadron: Yes, they both relate to immigration. First please note that subsection (s) of section 5 of the Immigration Act prohibits:

—persons, not included in any other prohibited class, who are certified by a medical officer as being mentally or physically abnormal to such a degree as to impair seriously their ability to earn a living,

and Bill No. C-60 would add to that:

—*unless, where such persons are abnormal by reason of mental retardation.*

- (i) they have sufficient means of support or such profession, trade, occupation, employment or other legitimate mode of earning a living that they are not likely to become public charges, or
- (ii) they are members of a family accompanying them or already in Canada and the family gives satisfactory security against such immigrants becoming public charges;...

The Joint Chairman Senator Langlois: Mr. Brewin?

Mr. Brewin: I wonder if I might ask Mr. Swadron about something else. I think most of the members of the Committee—perhaps I should not speak for them—believe that the White Paper is quite right in rejecting the archaic and perhaps inhuman language of the present act, but I want to ask you just a little bit more about what you think, both as a lawyer and one who is an expert in or associated with this field of mental health. I was not at all happy about what I thought was the proposal you made. It is difficult to get the right terminology, but you spoke about the

likelihood of a person becoming a long term liability rather than an asset.

I want to suggest to you that that language would be far less satisfactory than that shown in paragraph 63 (a), which refers to a danger to public health or safety. If the one can be misinterpreted by people who do not understand that mental health does not necessarily constitute a danger to public health or safety, I suggest to you the language about “likely to become a long term liability rather than an asset” is open to even greater danger.

Mr. Swadron: I agree, sir. I think there is a dichotomy—and perhaps I did not state it very well—between what will be in the legislation and the criteria upon which expertise would interpret the legislative provisions. For example, in paragraph 63, subparagraph (a), I think it is in order to put those generic terms, but surely if a man were suffering from a mental disorder which might imply violence that one would rely on expert opinion in that respect. In other words, I would keep the legislative provisions as generic and as sound as possible, but I would rely on the expert board to suggest that you apply the scientific knowledge to determine whether those conditions indeed exist.

Mr. Brewin: Did I misunderstand you? I thought you said that this definition was in some respects unsatisfactory—I am sure Dr. Griffin did—because it would be misinterpreted and misapplied, and then you suggested another definition which struck me as subject to the same difficulties.

Mr. Swadron: No. I think it can be clarified. I do not think Dr. Griffin disagrees that persons who are a danger to public health or safety should not be allowed into the country. He feels they should be excluded. He is worried that the interpretation of “mental disorder” will carry with it, to people who perhaps do not understand what it implies, an element of danger. In other words, whenever you hear that a person at one time had a mental disorder, you think right away that he is dangerous and perhaps exclude him merely on that ground, but from the way it is worded here I am sure Dr. Griffin does not disagree because it is clearly in the present tense, a person suffering from a disorder which might constitute a danger. Now, as far as my suggestion as to the definition is concerned, I did not intend to change the sense of subparagraph (a), I merely meant to imply the same meaning with more enlightened terminology. So, if you agree with the principle and the general terms, I agree with you.

The Joint Chairman Senator Langlois: At this point, gentlemen, I would like to interrupt to point out that we have to be back here at 8 o'clock and it is now 6.20. Do you want to carry on or do you wish to adjourn now and finish with this witness after dinner?

An hon. Member: Do you have more questioners?

The Joint Chairman Senator Langlois: I still have the names of two members on my list who wish to ask questions. Are Mr. Ryan and Senator Desruisseaux here?

Senator Desruisseaux: My question has been partly answered, but it is very short.

The Joint Chairman Senator Langlois: Are you finished, Mr. Brewin?

Mr. Brewin: Yes.

Mr. Ryan: I have two questions.

The Joint Chairman Senator Langlois: All right, Mr. Ryan.

Mr. Ryan: Mr. Chairman, I should like to ask Dr. Griffin, to try and sum this up, if it is his idea, that if otherwise admissible an applicant for admission to Canada who has had a mental disorder some time in his life could pass, say, a board of two psychiatrists, they are able to certify that he is not likely to be dangerous to the public or to himself, then he could come into Canada and if they find that he is not in that position, then his case would be reviewed every six months, or something in that order. Is that what you have in mind?

Mr. Griffin: Something like that. Of course, whether his case is reviewed at a certain time is a matter for regulation. Yes, I agree with the way you have put this.

Mr. Ryan: My second question is in respect to your statement, I believe, that 10 per cent of the people in Canada have at some time or other suffered from some form of mental disorder. Now, could you give the Committee an indication of what percentage or what ratio of people in Canada suffer at the present time from some permanent mental disorder? Would it be slight, or what?

Mr. Griffin: It is very much less than one per cent. May I interpret your question this way: how many people in Canada are so mentally ill that they have to be confined in a mental hospital?

Mr. Ryan: No. There are 600,000 people mentally retarded, you know. Now, how many would have some permanent mental

disorder, whether it be retardation or something else?

Mr. Griffin: Our evidence is that roughly the same number—about 600,000 Canadians—are, as far as we can tell, permanently organically impaired in the sense of having mental illness. Now, you understand that mental illness in most cases is recoverable. This is something that is not yet understood, but this is a fact. However, there are certain types of mental illness, particularly, for example, advanced senility, where the illness stems from organic changes in the brain which do not recover. This is what I interpret from your question on permanent impairment. Certain types of brain damage do not recover and the number of patients of that kind is between 100,000 and 200,000, something of that order, compared with the 10 per cent.

Senator Desruisseaux: I would like to direct a question to Dr. Roeher in clarification of what was said by him, with which I am well acquainted. He said that 75 per cent of the retarded were suffering from retardation to a point where the mental equivalent would be some 50 per cent or so. Was I right in that?

Mr. Roeher: Yes. If I may explain, a good many people in Canada who are not retarded do not function at the ideal of 100 I.Q. There is a very interesting book entitled *The Making of a Moron*, which describes this beautifully. Somebody has gone into industry and looked at the manual skill jobs and has discovered that in fact people can go through school and obtain a medium education, and so on, and then get into non-challenging jobs for the rest of their lives and ultimately they are really functioning at something like what is a measurable 50 I.Q. or so, and they get along very well in life. They do not have too many problems.

Senator Desruisseaux: That is my point. Now, you say that they get along very well in life. Are they the equivalent of, let us say, the immigrants that come here with a school rating of five grades?

Mr. Rocher: Yes, that is right.

Senator Desruisseaux: Is that correct?

Mr. Roeher: Yes. Seventy-five per cent of this estimated 600,000 retarded are somewhere in the range of between 50 and 70 I.Q.—it is more toward the 70 than the 50—and these people can achieve a grade level of anywhere from III to V and VI, and the

odd one to VII, if you think in terms of academic abstract mental powers, but in terms of being able to get along in life, learn jobs, be steady and reliable and do all the things that are necessary, they can function quite well but they are technically classed as retarded. This is why I feel that this clause is much too limited because these people, in fact, do earn their own living. They often need a little more guidance and supervision, and this is easily provided in our modern programs that are developing. So, they are not undesirables if, in fact, the family otherwise are desirable immigrants.

Senator Desruisseaux: Would you agree that this could form part of the norm for immigrants?

Mr. Roehrer: I am sorry?

Senator Desruisseaux: Could you agree that this could be some part of the admittance qualifications?

Mr. Roehrer: I would like to see something more specific than the broad generic term retarded, because I think the generic term implies our old concept of people that have to be put into institutions, and we are talking about roughly four out of every hundred of these people that would be involved in this.

Senator Desruisseaux: A qualification of 50 per cent can be evaluated by certain norms, which not require a tribunal or require long—

Mr. Roehrer: The psychological measurements and techniques are still a little unreliable. I would go along with the idea of some type of criteria which involve this I.Q. range but it should also involve their ability to be successful in life. However, I agree with you in principle, sir.

The Joint Chairman Senator Langlois: Mr. Régimbal?

Mr. Régimbal: I would like to raise a point of order before we adjourn. Has every one finished?

An hon. Member: Yes.

Mr. Régimbal: We have had three or four groups come out here with prepared material that we have asked them to summarize, and we had it in advance so that we could do our homework on it and I do not think it is fair that we should take over two hours to hear one group that was not prepared. It is hard on them. I presume it is hard on us. It is murder on the staff. I do not think that we should accept any further representations

unless we have prepared briefs. Failing that, that they be referred back to Ottawa, because time is of the essence and I am sure that we might have gone through all this in an hour and a quarter rather than two and a half hours if they had been prepared.

The Joint Chairman Senator Langlois: Gentlemen, I wish to thank Mr. Swadron and Dr. Griffin and Dr. Roehrer for appearing before the Committee and for their very informative evidence. Gentlemen, we will come back at 8 o'clock.

EVENING SITTING

(Recorded by Electronic Apparatus)

Thursday, February 16, 1967

• (8:23 p.m.)

The Joint Chairman Mr. Klein: Order please, gentlemen.

The next organization that wishes to present a brief is the Lithuanian Canadian Community, and I would now ask them to come forward. As I do not have your name, would you mind identifying yourself?

Mr. A. Rinkunas (President, Lithuanian Canadian Community): I am Anthony Rinkunas.

The Joint Chairman Mr. Klein: What is your official capacity?

Mr. Rinkunas: I am the national president of the Lithuanian Canadian Community, which is an incorporated organization under federal charter. May I start?

The Joint Chairman Mr. Klein: By all means, please.

Mr. Rinkunas: Remarks on the White Paper on Immigration by the National Executive of the Lithuanian Canadian Community Inc.

The Lithuanian Canadian Community, whose members are mostly immigrants or refugees from Lithuania, which is now behind the Iron Curtain, would like to make some reservations concerning the admission of immigrants and refugees from the countries behind the Iron Curtain. We also would like to make some remarks concerning the aid which immigrants and refugees obtain in Canada.

Our first concern is the matter of admitting immigrants or refugees on the basis that no discrimination be exercised towards them or their sponsors. There are two fine quotes in the paper on this matter:

On P. 42, par. 109, "No legally sponsorable immigrant in any country will be refused admission simply because there is no way to examine him under all the procedures available in other countries"; and on p. 22, par. 52: "It is the Government's view that a non-immigrant, who is seeking to by-pass normal immigration procedures, ought not to be accommodated, unless some exceptional circumstances prevented him from applying as an immigrant in the normal way".

With this idea the White Paper negatively contradicts the present effective act's procedure, according to which (on page 11, par. 19) "Governments have thought it prudent to restrict sponsored immigration from such countries (Communist countries) to a limit of range of dependent or very close relative". Then (page 36, par. 95) "Consequently, immigration from these countries has been narrowly confined to close relatives in the case of sponsored immigrants and to negligible numbers so far as unsponsored immigrants are concerned".

But in the new act we do not strive to change this flaw: (page 37, par. 96) "Major changes of policy or procedure are not proposed meantime". That is, even in the new proposed act, the old procedure is to remain, not keeping in mind the fact that immigrants and refugees from iron curtain countries are unable to pass the requirements of admission to Canada because under the present conditions this is impossible. This shows outward discrimination towards a person who has been unfortunate enough to have been born in a country suppressed by force behind the iron curtain.

This fact is better illustrated by escapee sailors (p. 24-26) of prohibited classes (par. 63), whereupon we find sailor escapees as members of unwanted aliens (par. 63 h). The question arises within our minds: what prompted the sailor to escape a Communist vessel? Obviously, it may be deduced, that the sailor feeling Communistic pressure sought his birth-right fulfillment of freedom in Canada. Again the question arises in our minds: Why did he not approach the consulate in Moscow to obtain legal documents for entry? The mere fact being that fear restrained him from openly seeking permission to enter Canada. This very intention would have hindered his chances of ever seeing the free waters. You will notice that his act of jumping a Communist ship was his only opportunity of finding freedom. Canada, an example of a free democratic country, by force

deports the freedom seeker to a Communistic country. We, Canadian-Lithuanians, outwardly protest against such actions.

We realize, however, that some "freedom-seekers" are purposely planted on Canadian soil, for the sole aim of espionage. But, this responsibility lies on the shoulders of the police.

Our recommendation:

Any escapee whether or not in possession of legal documents of entry should be given the right to remain in Canada, until proven that he or she is a danger to Canadian security. This of course would be the duty of the proposed Refugee Eligibility Commission mentioned in the White Paper (page 23 par. 55). The act of deportation should be exercised only on persons who are definitely proven guilty of espionage. May I also state that under present British law a person is innocent until proven guilty. At present, we think, the people entering Canada are being deported for the simple reason that they lack possession of legal documents. Such acts are harmful to Canada's prestige not only in the eyes of other foreign countries, but also of many Canadians.

Another question arises regarding the role of the Federal Government in helping the immigrants establish themselves in Canada. It seems that such help lacks not only co-ordination but also centralization. The work is left to some departments of the federal government, the provincial government, church organizations, etc. There is lack of common plan.

To illustrate this we may put forth an example of a fourteen years old youth who came to Toronto having finished Grade 5 in Italy. First of all he has not yet mastered the English language. He is barred from entering either the English language night classes or special day courses because of his age. A school specially designed for his needs is not within range of his home. At present there is only one such school in Toronto (Main Street Public School) which is on the brink of collapse because of a shortage of funds (federal aid was refused). As a result the said boy is sent to a regular elementary school where courses are not suitable for him.

We are convinced that the Federal Government, having given this youth the right to enter Canada, should also provide funds and facilities to his adjustment. This problem is too heavy a burden for the local school boards. It would also be of benefit to all if a special council would be instituted for this

purpose. Such council could incorporate representatives of federal, provincial and local governments, also including representatives from churches and New Canadian organizations.

We thank you for giving us an opportunity to express our opinion.

The Joint Chairman Mr. Klein: Mr. Régimbal.

Mr. Régimbal: This is a very interesting brief. I was wondering if the Lithuanian Canadian Community Inc. was suggesting, for instance, in the paragraph on the first page which starts, "This fact is better illustrated", and then goes on to say:

You will notice that his act of jumping a Communist ship was his only opportunity of finding freedom.

Are you suggesting there that Canada should accept all political refugees as immigrants?

Mr. Rinkunas: Political refugees from behind the Iron Curtain, but the refugees who are political but not from behind the Iron Curtain, from Spain or Portugal, for instance, they may be turned back with no harm to them, but the political refugee who comes from behind the Iron Curtain, if you turn him back, in most cases he is sent to jail.

Mr. Régimbal: Have you had any kind of information or news where some retaliation has been made to a person that might have tried to jump ship, for instance, and was sent back?

Mr. Rinkunas: In that case I can only speak for the Lithuanians.

As far as I know a Lithuanian was returned. We had some persons jumping ship and they are still in Canada, so really they have not been returned. I am sure their case will be pleaded and they will go on to be persecuted. I do not know about the Yugoslavs, because the situation in Lithuania and Yugoslavia is a little different. The Yugoslavs are a satellite, as they say; they still have a government and they are still in the United Nations, but the Lithuanians, Latvians, and Estonians are behind a second Iron Curtain which is within the frame of the Soviet Union. I do not hesitate to state that the refugees from behind the second Iron curtain certainly will suffer. I am not speaking on behalf of the Yugoslavs, because I do not know about them too much, but as far as our nationality is concerned, that is true, they will be persecuted, because

there is a law there that everyone who is already here is counted as a kind of criminal, even legal Canadian citizens, and only because they do not return. I think it is a very bad method to return a person back by force.

About 15 years ago the Swedish government put their refugees on ships by force and brought them across the Baltic Sea to the Soviet Union and about 30 per cent of them committed suicide on board. I think this is a very sorry situation. This is very wrong as far as the Lithuanians are concerned.

Mr. Régimbal: At the top of page 2 you suggest that they should be given the right to remain in Canada until it is proven that he or she is a danger to Canadian security. You are not suggesting that they be kept in security, that they be incarcerated in any way, shape or form?

Mr. Rinkunas: I do not mean that they should be locked up or put in a concentration camp, but they should be just looked upon. On the other hand, these people from the Iron Curtain always have some far relative who may know them. If you ask me about some Lithuanian I could definitely say to you if he is a security risk or not.

Mr. Régimbal: Have you considered the possibility in a case like this. You will never prove it unless they are given some form of liberty, and it would be a badly digested liberty if in principle they could be watched and watched forever and ever until the proof is found, which may never happen and therefore they will always be watched.

Mr. Rinkunas: I do not think this should go on forever. It may be cleared up in one year or so, keeping in mind that perhaps he has made some contact with someone who knows him. As far as Lithuanians are concerned, from each little town in Lithuania there is someone here who should know his father, his brother, or someone else. This is as far as Lithuanians are concerned, because we are not a very large nation. If the nations are large like Poland, and so on, I do not know about that, maybe their representatives will state their own point, but I think as far as the refugees from the small nations are concerned, they may be quite well checked in a matter of a year.

Mr. Régimbal: We had some evidence this afternoon that there was a degree of co-operation between federal, provincial and private agencies as far as helping the immigrant integrate and set up his roots in Canada. In the

second paragraph you mention more co-operation in a sense, but you also mention specifically the lack of a common plan. I would like to hear more about what you have in mind in that respect. Do you have any specific suggestions that you wanted to make?

Mr. Rinkunas: Yes. If someone could answer the question for me what the plan of the Canadian government really is and what it wants from a person who has just settled in Canada. I have just read a book by Professor Elkin of York University and in that book he discusses the question whether this is a melting pot or a salad bowl. He says this in his book, and I am not clear myself on whether this is a salad bowl or a melting pot. I do not feel that we have a clear policy on what we wish to make out of that refugee or his son or daughter. Should we have complete integration like a melting pot? Professor Elkin thinks this is done in the United States and he thinks that in Canada it is not a melting pot, it is just mixing up the salad with some additional things in it. That is what I meant. That really leads to the core of the matter, what we wish to do with these youngsters.

Mr. Régimbal: I hope you find room for some French salad dressing in there. Thank you.

Mr. Roxburgh: Mr. Rinkunas, you mention in the third paragraph:

"No legally sponsorable immigrant in any country will be refused admission simply because there is no way to examine him under all the procedures...

behind the Iron Curtain countries. At the present time the government is establishing with their permission an office in Poland, and there is a possibility of their establishing one in Yugoslavia. However, this has been suggested by this Committee through the government. Say, for example, that you want to sponsor someone from Lithuania in this case, and it is perfectly all right with the Lithuanian government—

An hon. Member: They have no government.

Mr. Roxburgh: Well, whatever it is, it is perfectly all right with the Soviet government or whoever is looking after them, that they are going to allow them to come, but when we bring this archaic—as far as I am concerned—idea in, the thought by some of us would be that this government, if they had

confidence in you as a sponsor, would automatically—because we have no contact there—bring them out, and then if anything did happen that they were not up to snuff, they would naturally go back. But, in other words, the onus would be on the sponsor in this country. What do you think about that idea?

Mr. Rinkunas: Yes, that is a good idea. Sponsors should be Canadian citizens and Canada should trust its own citizens.

Mr. Roxburgh: Yes, it certainly should trust its own citizens.

Mr. Rinkunas: If we can trust the citizens that is good, but I do not think we are doing it now.

Mr. Roxburgh: That would be one step to start off with.

Mr. Rinkunas: Yes, that is a good idea, to put the responsibility on the sponsor.

Mr. Roxburgh: There is one statement I want to make here and I cannot help but make it—it is mentioned in your brief and to a lot of us it is wrong, I only wish we could believe it was right—and that is that under the present British law a person is innocent until proven guilty. I am awful sorry to say that I wish that was right but it is not. At least we have something to go by if we go by that.

Now this aid regarding the school was refused by the federal government, was it?

Mr. Rinkunas: Yes.

Mr. Roxburgh: You are sure of your facts on that, are you?

Mr. Rinkunas: Which one is this?

Mr. Roxburgh: That is the Main Street Public School.

Mr. Rinkunas: We read this in the paper. It was printed in the Toronto Daily Star.

Mr. Brewin: That is right. I can answer you on that as a matter of order. I had the question on one of these 10 o'clock night shows about the Main Street School.

Mr. Roxburgh: Oh, I see.

Mr. Brewin: Mr. Stewart answered for the Minister and said that first of all they did not accept responsibility in the federal field for any part of education, including language schools. But then he modified it by saying that if the Board of Education would approach the provincial government, and they

in turn would approach the federal government, they would take a new look at it. So, there was not a positive "no", and I do not know what has happened since then.

Mr. Rinkunas: I am not directly connected with that school, I just reported what I read in the paper. It was clearly said that the federal government should do it, but maybe that is just the way of doing it.

Mr. Brewin: They said they would reconsider it.

Mr. Rinkunas: Mr. Chairman, may I say a word about consulates. The gentleman mentioned the consulates in Yugoslavia and other countries, and once again this is what I said. Yugoslavia, Poland and some other countries are still in a different situation than Lithuania, Latvia and Estonia, because countries like Poland and Yugoslavia are still satellites, maybe you may use another term but they still more or less breathe a little bit of independence. Some of them are even members of the United Nations. The Baltic States are on the other side of the double Iron Curtain and there will never be consulates there, or if there were consulates there, a person who jumped a ship would not go to that consulate. If he visited a Canadian consulate in Tallinn, Vilna or Riga and then went to a ship, he would not be taken on that ship. He would be thought of as a security risk in the first place and not be allowed on the ship at all.

Mr. Aiken: Mr. Rinkunas, I would like to go back to the question of sponsorship. You mentioned the situation of a proposed immigrant who does not have any relatives close enough to sponsor him to come to this country. You also mentioned that perhaps some other person could sponsor him. Is it your idea that any person who knew such a proposed immigrant and who himself was a Canadian citizen and resided in Canada could sponsor him whether he was related or not under these special circumstances?

Mr. Rinkunas: I think it would be possible, but we have never tried.

Mr. Aiken: That, of course, is not the law now, but we are looking into the question of whether, in the case of a person who cannot be admitted because he cannot be investigated in his home country, if someone in Canada were prepared to sponsor him, even if it were not a relative—

Mr. Rinkunas: You mean if it would be possible to find a sponsor?

Mr. Aiken: Yes.

Mr. Rinkunas: I think so, yes.

Mr. Aiken: You would like to see that come about?

Mr. Rinkunas: Yes. If some Lithuanian jumped a ship and the Canadian government kept him somewhere and then asked us to find a sponsor for him, if his name and birthplace were given to us I am quite sure we could find a sponsor for him.

Mr. Aiken: I will go a little further. Take the case of a person who is still in Europe, who is behind the Iron Curtain and wants to come to Canada but cannot come because he does not have a close relative to sponsor him and we have no security check on him. Do you think that such a person should come to Canada, again with a sponsor who knows him and is not a close relative?

Mr. Rinkunas: I think it would be possible to find a sponsor.

Mr. Aiken: Are there any immigrants legally coming to Canada from Lithuania? In other words, immigrants who have applied to the Soviet Union for admission and are admitted?

Mr. Rinkunas: Very few, but a couple of wives did come.

Mr. Aiken: These are within the very close relative category?

Mr. Rinkunas: Yes. They come mostly to their husbands and fathers. We have a young fellow who legally arrived about a month ago, a student from the local university, and he was allowed to stay. I do not know how much the Canadian government was able to check on him within the setting of the Soviet Union, but he came legally. There are some legally admitted, but those who jump from ships are not legally admitted. I still say that this does not mean they should be deported, because they can still be checked on.

Mr. Aiken: I think what lies behind the occasional deportation of ship-jumpers is that the government presumably fears that if everyone who jumps a ship was allowed to stay in Canada we might not be able to cope with the situation. Do you believe that, or do you think that the percentage of ship-jumpers who are a danger to Canada would be small?

Mr. Rinkunas: Once again, the ship-jumpers are not only from behind the Iron Curtain, there are jumpers from Greece and from other places which are not behind the Iron Curtain. I am not talking about these people, they may be turned back and they may be

checked, because the Canadian government still has some connection with these governments, I am only talking about the ones who are from behind the Iron Curtain who should perhaps be trusted because of the sponsor.

Mr. Prud'homme: I have a supplementary to this question. Are you suggesting there should be two kinds of seamen who have deserted their ships—and I am referring to paragraph 63(h) of the Canadian Immigration policy—and that the ship-jumpers who come from behind the Iron Curtain should be kept here, while the others—at the moment our big problem is with Greek ship-jumpers, there were something like 2,500 of them last year—should be returned, and those people from the Iron Curtain countries like Yugoslavia, Lithuania or other countries should be considered as a special class? Is this what you are trying to tell me?

• (8:49 p.m.)

Mr. Rinkunas: I am not trying to say that the jumpers from Lithuania are better as persons than those jumpers from Yugoslavia. I am not classifying the refugees as to which one is better as a man, as a human being, I am just classifying as a matter of political aspect. I think this is so, yes.

Mr. Prud'homme: How do we know that those jumpers are really political risks?

Mr. Rinkunas: They are jumpers from the Iron Curtain.

Mr. Prud'homme: Or, if they are not, they feel the same way that a Greek sailor jumper does who has just decided that the best way to get into Canada is to jump ship.

Mr. Rinkunas: The point is that it is not very difficult for a Yugoslav sailor to be employed on a ship going to Canada but it is very difficult for a Lithuanian sailor to get a place on a ship going to Canada because they are checked and re-checked and in many cases they leave either their wives or their children there, or somebody else, as a guarantee that they will return, so this is just a political difference. I say once again that this does not mean that one is bad as a person and the other is good, but as far as the political aspect is concerned it is very different. Any Greek may seek employment on a ship and work on the ship and come in, but it is very difficult for a Lithuanian or anyone from the Baltic States to get employment on a ship going to the west. They are checked and re-checked and have to leave behind some kind of guarantee.

Mr. Prud'homme: Would you directly suggest that there should be two classes of jumpers?

Mr. Rinkunas: Yes, two classes of jumpers, but I would like to make one remark, that this is not classification of human values, this is just classification because of the political aspect.

Mr. Roxburgh: But do you know what you would do if that happened? You see, whether governments are behind the Iron Curtain or in front of it, they have definite agreements. At the present time there is an agreement about people coming out from behind the Iron Curtain—as a matter of fact, I was over there a year ago—and we have to live up to our agreement whether it is with communist countries or otherwise. If there is an agreement it has to be lived up to. Now, if Canada did what you suggested—and I would not mind seeing it done to a point—very soon the communist country would say that they will have nothing more to do with it. The people who are legally coming out from behind Iron Curtain countries have increased threefold in the last year with the sanction of the communist regime. Granted, they are older people but they are coming. Now, by allowing this other thing to happen, pretty soon they would say, "All right, we will not allow anybody to come out", so somebody's mother and father, who could come out legally, would automatically be cut off. You have to have a law and you have to live up to that law. If these boys jump they take their chances, but the Canadian government absolutely cannot break a law and break an understanding with a country. If it does, it is going to be at the expense of somebody else. It cannot help the other one, so we have to forget about that part, that is all there is to it. If you want the people to come out legally from Lithuania and from the Ukraine, where there has been a great many more come out in the last few years, and from Poland and Yugoslavia, then if we are going to allow jumpers to break the law their governments are going to say, "We cannot believe your word any more." So, there is that angle that maybe you have not thought of in this connection.

The Joint Chairman Mr. Klein: Mr. Ryan.

Mr. Ryan: No supplementary.

The Joint Chairman Mr. Klein: Do you have any comments on that?

Mr. Rinkunas: If there is agreement between the Canadian government and the

Soviet Union that jumper sailors should be returned—

Mr. Munro: Well, when they say there is an agreement they mean there is a law.

Mr. Roxburgh: What law?

Mr. Munro: There is no such agreement.

Mr. Roxburgh: No, but there is a law.

Mr. Munro: There is no law or agreement, but that does not detract from the validity of your point to this degree. With your permission maybe the question should be reframed in this context, that if a ship comes here from behind the Iron Curtain and the Canadian authorities act in such a way as to welcome all ship-jumpers, and the ship goes back half-manned, do you think this helps our relations with the country concerned in terms of bringing out immigrants who would be legally admissible?

Mr. Rinkunas: You are saying there is no such agreement, there is just a gentleman's understanding.

Mr. Munro: Let me put it this way. Suppose there is an understanding to the degree that we did not want to risk the animosity of the country concerned to the prejudice of those immigrants in the country who desire to come here and who could come here legally.

The Joint Chairman Mr. Klein: Mr. Munro, do the Iron Curtain countries return our ship-jumpers?

Mr. Munro: We do not have any.

Mr. Prud'homme: We have no ships.

Mr. Munro: I think Mr. Roxburgh's point, Mr. Chairman, is a good one except that the emphasis is on agreement.

Senator Desruisseaux: On this question of ship-jumpers, I wonder if these people are not referred to in the marine national agreement as ship-deserters. I think we have a definite arrangement about these things. I am not too sure, but I have—

Mr. Munro: I think it is quite the reverse. I think the captain of the ship concerned has to put up a bond guaranteeing that there will not be any ship-jumpers, and if they do have a ship-jumper who does not return they are in danger of forfeiting a bond, the theory being that it puts the Canadian authorities to great expense in trying to search out somebody who came into the country illegally.

The Joint Chairman Mr. Klein: As I understand it, the Senator is referring to what I

believe is probably a mariners' law—a law of the sea—that would not permit a ship to go unmanned.

The Joint Chairman Senator Langlois: You are getting into my field there.

The Joint Chairman Mr. Klein: You know more than I do.

The Joint Chairman Senator Langlois: You are thinking of the seamen's—

Mr. Munro: Mutiny on the Bounty.

The Joint Chairman Senator Langlois: You are thinking of the seamen's convention, of which Russia is not a member.

Mr. Ryan: Mr. Chairman, I was going to ask Mr. Rinkunas if he could see any possible dangers—

Mr. Rinkunas: I am sorry, I cannot hear you.

Mr. Ryan: Mr. Rinkunas, do you see any possible danger resulting to Canada from sponsored immigration from such countries as Lithuania, etc., which are behind the Iron Curtain? I think you have pretty well answered us that you see no such danger. Mr. Roxburgh, with his alert legal mind, has thoroughly and exhaustively examined you in that respect.

Mr. Rinkunas: I support very much the sponsorship idea. Once we trust the sponsor—which could be checked in Canada, the sponsor is a Canadian citizen and he at least has been in Canada for five years or so—and the sponsor trusts the refugee, then we may trust the refugee. That is my theory.

Senator Desruisseaux: What would you say about, for instance, a sponsor who does not have Canada at heart and who would take pay to bring in as many as he can?

Mr. Rinkunas: You mean he would start making a business of this?

Senator Desruisseaux: Yes.

Mr. Rinkunas: What kind of a business can he make out of this?

Senator Desruisseaux: Doing it for money.

The Joint Chairman Mr. Klein: I do not suppose a man would sponsor more than one man.

Mr. Rinkunas: I do not see any possibility of doing any business here, because the people who start jumping ship are very poor, they are nearly naked.

The Joint Chairman Mr. Klein: That is right. They have no money to pay.

Mr. Rinkunas: They even throw their clothing over when they jump ship, so I do not see that there could be any business like that here, unless some international crime organization is involved, which I do not think could happen.

• (8:59 p.m.)

Senator Pearson: I wanted to ask a question. Roughly, what would be the population today of Estonia, Latvia and Lithuania?

Mr. Rinkunas: In my country?

Senator Pearson: No, the three of them. The population individually of those three countries.

Mr. Rinkunas: We are all nearly equal. Each one has about three million.

Senator Pearson: Each one?

Mr. Rinkunas: Altogether it would be ten million. It was ten million. What is being done is this. Some Lithuanians are deported or, really, transferred to the Soviet Union and Russians are brought in instead, so it is very difficult now to say exactly or even closely the exact number of Lithuanians who are left and how many Russians. Some of them are even taking Lithuanian names. A few of the Russian people that have been brought there have changed their names. It is quite difficult to state the number.

The Joint Chairman Mr. Klein: Prior to the time that Lithuania, Estonia and Latvia were overrun by Soviet Union, were there communist parties within Lithuania, Latvia and Estonia?

Mr. Rinkunas: Well, really, there were parties but practically without members. There were very, very few people there who subscribed to these parties.

The Joint Chairman Mr. Klein: Like it is now in Canada?

Mr. Rinkunas: I think Canada has more communists.

The Joint Chairman Mr. Klein: Per capita?

Mr. Rinkunas: Yes, per capita. Oh, certainly.

Senator Pearson: If you have a number of these people who want to come to Canada and cannot get sponsorship, would it not be possible to form an association of these Baltic countries which would become the sponsors of these people who come out here and es-

cape? I imagine most of them have to escape from Russia to get here. They cannot come on legal terms, they have to come out through Sweden, or some such way.

Mr. Rinkunas: I think it is a very good idea. As I say, as far as Lithuanians are concerned, we know our country there.

Senator Pearson: Yes, that is what I mean. You would not bring in Russians who have Lithuanian names?

Mr. Rinkunas: Tell me the name of any Lithuanian and in a couple of months I will tell you everything about him because we know them. They have relatives—brothers, sisters and cousins—here or in the United States and this is a small village country. If someone comes from the village everybody knows him.

The Joint Chairman Mr. Klein: You are saying that your organization would not sponsor someone until you were satisfied—

Mr. Rinkunas: Absolutely.

The Joint Chairman Mr. Klein: —about them.

Mr. Rinkunas: Certainly, we would not sponsor communists to Canada.

The Joint Chairman Mr. Klein: Let me go beyond that. If you did not know the person—

Mr. Rinkunas: I would not sponsor him.

The Joint Chairman Mr. Klein: —and you could not find out anything about him, you would not sponsor him?

Mr. Rinkunas: No, definitely not.

Senator Pearson: This is my idea how you would get around the fact that we do not have a consul in your country, by having an active sponsorship here in this country to represent those people in the Baltic States.

Mr. Rinkunas: Well, we have a consul but not solely representing Lithuania.

Senator Pearson: Yes.

Mr. Rinkunas: Our consul is still here in Toronto and it represents the free Lithuanians and it is accepted by the Canadian government.

Senator Pearson: Who supports him?

Mr. Rinkunas: What money does he live on?

Senator Pearson: Yes.

Mr. Rinkunas: I really do not know. I cannot answer that.

The Joint Chairman Mr. Klein: Perhaps we should look into it.

Mr. Rinkunas: You may have to ask him to answer the question, I do not know, but there is a consul here who is officially recognized by the External Affairs Department and who functions officially and he does not represent Lithuania solely, he represents the free Lithuanians.

Mr. Haidasz: My questions will merely take the form of an elaboration of the questions that have been asked by previous questions on the brief submitted by Mr. Rinkunas on behalf of the Lithuanian Canadian community. I would like to know specifically whether the representatives of the Lithuanian Canadian community are satisfied with the efforts of the Canadian government in dealing with the problem of reuniting families. This means extending all possible help to our embassy in Moscow to enable the wives and husbands and children and close relatives to come to Canada. Are there very many outstanding cases which to date have not been dealt with satisfactorily?

Mr. Rinkunas: Well, the Canadian government does whatever it is possible to do. I will just say thanks for that. It is doing everything it is possible to do. There was a case about a month ago of a man who sponsored his wife—it took some time—and then he stopped his wife there before she came. Now, later on he changed his mind and the Canadian government, by a telegram once again changed that order to stop her. I do not know if I made that very clear. The wife was still there and the husband did not want to help his wife. He went to the Canadian government and asked them to stop his wife from leaving, and because he refused the sponsorship the Canadian government stopped her by calling off the entry visa. Now this person changed his mind and went once again to the Canadian government and the Canadian government, instead of throwing him out, once again telephoned to Moscow that the visa was granted and that lady is coming to Canada. It shows that the Canadian government is in very kindhearted. Thank you.

The Joint Chairman Mr. Klein: That is quite a story.

Mr. Haidasz: Mr. Chairman, just one more question. Could this Committee be reassured, this evening if possible, that the Lithuanian community in Canada would willingly consid-

er a formation of a special body or committee which would sponsor potential immigrants from Lithuania?

Mr. Rinkunas: Oh, yes. Yes, we might. I think that might be put on the broader basis that it concerns not only Lithuanians but Latvians, Estonians and others who are very far from assistance behind the Iron Curtain. I do not see why not. We are ready to sponsor any good person who would be a benefit to Canada.

Mr. Ryan: May I ask a supplementary, Mr. Chairman? Do I understand from what you have said, Mr. Rinkunas, that you have people here who have relatives that want to come to Canada but Russia will only permit so many to come. Is this the situation?

Mr. Rinkunas: Yes. It is a very complicated procedure to get a Russian visa there. First of all, if you live in a village you are not even allowed to go to the larger cities. You have to register with the police before you go to the larger cities. It is a long distance from Lithuania to Moscow 500 to 1,000 miles something like that. You need very many special permits just to go to Moscow.

Mr. Ryan: Well, Russia is really the main blockade?

Mr. Rinkunas: Certainly.

The Joint Chairman Mr. Klein: Although Mr. Roxburgh stated that the number of persons that are now released from behind the Iron Curtain for immigration purposes are three times what they were, that does not mean anything to me because last year it might have been 30, so it is 90 this year. Three times what it was a year ago probably makes it a very nil quota and a very—

Mr. Rinkunas: Yes.

• (9:09 p.m.)

Mr. Roxburgh: In fact, it has increased since the Honourable Paul Martin, along with a group of parliamentarians, went over there. I personally brought out two cases that have been reviewed three times. I think there were 51 or 60 people the year before and now it is 150 or 175. Granted, it is not many, but there is just a little better understanding and they are older people. I am not upholding this idea, do not get me wrong in this, and that by saying if you are going to do this and that we are not going to get anywhere, but if we do get 100 or 200 more people out so that they can see their sons and daughters and grandchildren before they die, at least that is some advantage and if by going against certain laws we have cut that off, all we are doing is

hurting our own people here. They have increased considerably. I say three times, and I am sure of that, but I am not sure of the actual number.

The Joint Chairman Mr. Klein: Would you send back a Lithuanian ship-jumper if you knew that he was going to run into trouble when he got back to the Soviet Union?

Mr. Roxburgh: What I would do and what the government would do are two different things. I am not answering that question, Mr. Klein. Would you?

The Joint Chairman Mr. Klein: No, I would not.

Mr. Roxburgh: All right, that is fine.

Mr. Nasserden: Supplementary to what Mr. Roxburgh said, I think that during the last three or four years there has been to some degree a change of attitude on the part of the Soviet Union regarding letting people out. This has grown up largely because of the delegations of—

The Joint Chairman Mr. Klein: I thought you were going to say the wheat sales.

Mr. Nasserden: No. That may have had something to do with it, but I think it is because of the exchange of parliamentarians between the Soviet Union and our own country and other countries, which has only occurred in the last several years.

The Joint Chairman Mr. Klein: Yes, that is right.

Mr. Nasserden: It did not just happen this year. I would like to point that out to Mr. Roxburgh.

Mr. Brewin: Mr. Chairman, I would like to ask Mr. Rinkunas a little bit more about this ship-jumping. I would say in principle that you are entirely right, that even the definition of a refugee, as I understand it, for political reasons, is someone who, cannot return to his country of origin because of danger. Therefore somebody who comes from behind the second Iron Curtain, as you have described it, outside the present boundaries of the U.S.S.R., you think is a genuine political refugee because they could not be returned to that country without danger. Am I right on that?

Mr. Rinkunas: Yes, definitely.

Mr. Brewin: And this is quite different from the situation of someone who comes from Greece. Whether it is different from Yugoslavia, we do not know exactly. How-

ever, I wanted to ask you this. It has always been my understanding that in fact no matter how many deportation orders were made, that the Canadian government and the Canadian immigration authorities do not in fact deport people to places behind the second Iron Curtain. I do not know about the first. Do you know of any case where a Lithuanian ship-jumper by order of the Canadian government has been deported back to Lithuania?

Mr. Rinkunas: No, thank you. No Lithuanian was deported, but there were some others deported, such as Yugoslavs, and so on.

Mr. Brewin: Yes.

Mr. Rinkunas: I speak here on a broad basis, not on a very narrow basis, as far as the Lithunians are concerned.

Mr. Brewin: But to be fair to the government, in that case they went into the circumstances and assumed that no harm would come to those people if they were sent back to their own country. Is that not fair?

Mr. Rinkunas: Do you think that the Yugoslavs who were deported will really not be harmed? I still think they would be.

Mr. Brewin: Well, you may be right or wrong, but that at any rate was my question.

Mr. Rinkunas: Well, maybe.

Mr. Brewin: I want to ask you one other question. I do not suppose you know this of your personal knowledge because it does not refer specifically to the Baltic countries although you probably have studied the situation in Europe, and this has to do with security. We exclude a lot of people from behind the Iron Curtain or from countries like Yugoslavia on security grounds. Is it not a fact that in many western European countries, for example, in Holland, in West Germany and in France that immigrants are allowed in on a temporary and perhaps even a permanent basis from these countries without any difficulty? In other words, in Europe today is there not quite a lot of interchange between the countries of western Europe and the countries behind the Iron Curtain without too much bothering about security?

Mr. Rinkunas: Yes. If Canada finds someone who is a security risk they deport him, but Canada should know very clearly that he is a security risk. For example, there was a very great fuss about these Yugoslav deportees. There were some representations made, not by Lithuanians but by Yugoslavs and others, and while the delegations were not clearly

convinced that that particular Yugoslav was a security risk, if the Canadian government would say, "We know he is a spy and we are deporting him", that no delegation would go, but the Canadian government never says that they know that he is a spy. So, if you do not know, why do you deport him? You should know exactly and not be afraid to prove it.

Mr. Brewin: Well, are you saying that we are doing ourselves harm rather than good in Canada by refusing to allow people to come from various countries in Europe, of which Yugoslavia is an example, simply because we do not have any proof whether they are communist or non-communist or know about their political background? You say we should put it the other way. Let them in unless somebody says that they are a security risk. Is that what you are saying?

Mr. Rinkunas: That is what I say. Let them in for a certain time and let us see.

Mr. Brewin: And keep an eye on them?

Mr. Rinkunas: Oh, certainly. We have very splendid mounted police who know everything. I received a letter once from Europe which was addressed simply "Rinkunas, Canada", and it was delivered. They know me.

Mr. Brewin: I think they know all of us, too.

Mr. Rinkunas: I think our police are very splendid. They have been a marvellous help. Let us assist them.

• (9:19 p.m.)

Mr. Munro: Mr. Rinkunas, I note in your submission that you say:

"Major changes of policy or procedure are not proposed meantime".

This is in the fifth paragraph on the first page of your brief. You have just taken that one sentence out of paragraph 96 of the White Paper and I do not think this is really very fair. You have not given what preceded that sentence or what comes after. By the "meantime" what they are referring to is this royal commission that is now set up in the whole field of security, and they are saying that major changes of policy or procedure are not proposed until the royal commission has made its findings. From the way you take that one sentence out you would think we were not going to do anything about it at any time.

Mr. Rinkunas: I accept that perhaps it is not very clear.

Mr. Munro: The other thing I would point out is that I think you would agree that there

has been some substantial change in that we are not giving any weight to security considerations for those who are sponsored. This is a change that is proposed in the White Paper.

Mr. Rinkunas: Oh, yes, there is the royal commission.

Mr. Munro: In other words, we do not come out with the jargon in our correspondence that we do not allow you in because we do not have the facilities. We dispense with that as far as the sponsorship movement is concerned.

Mr. Rinkunas: Bear in mind that refugee eligibility commission.

Mr. Munro: Well, no. I am still looking at paragraph 96 where it says, and I am quoting from half way down:

It is most unsatisfactory that some Canadians should be denied the use of the sponsorship system because of geography, and the Government regards it as urgent to end this discrimination.

And the sentence before that reads:

However, it has been decided to adopt administrative arrangements which will permit the processing of applications for the entry of sponsorable relatives, wherever they may live.

Mr. Rinkunas: Yes, that is very good.

Mr. Munro: Is this this proposed change not a considerable change from what the law is now?

Mr. Rinkunas: Yes, it may be, that is true, but it looks to me as if this particular sentence did not fit into the whole thing.

Mr. Munro: The only reference that sentence makes is in saying that we are dispensing with security considerations for the sponsorable movement. We are not dispensing with it with respect to the unsponsored movement until the royal commission has made its report. So that at least half the battle, in terms of security, has been won if we carry through with this proposal in the White Paper.

Mr. Rinkunas: I accept that this paragraph is not too clearly stated in the brief. I never make long statements, I make them as short as possible.

Mr. Munro: I would agree completely that far too much weight has undoubtedly been given to security considerations with reference to proposed immigrants coming here from behind the Iron Curtain countries

whether they are sponsored or not. But having said that, I am suggesting you would really not be in a position to say whether somebody was a communist or not just because you knew his relatives in the country or because you knew him when he was a little boy and had not seen him for 20 years. How would you know?

Mr. Rinkunas: Well, the Lithuanian Canadian community does not really have any security police or mounted police to check in detail, but in principle it is possible to know, as far as Lithuania is concerned. I am not talking about Poland or other very large countries. There are little towns and villages there and we know who is who because it is such a small country. I am not talking about large countries, maybe that would create problems. If somebody comes from the city of Warsaw, or another city which has close to a million people, that perhaps is difficult. But from the Baltic States, which are small countries and have little villages, it is not difficult to find ways to prove a person is a really good one.

Mr. Munro: You do not find anything distasteful about saying, assuming we adopted this procedure of allowing a person to come out and then do not give him any status at all for a year or two, that he therefore does not have the right to the protection of Canadian law respect to being followed, and so on?

Mr. Rinkunas: In my view it does not matter.

Mr. Munro: You do not find anything distasteful about having a man followed everywhere he goes and having somebody look over his shoulder to find out what—

Mr. Rinkunas: No. He would understand that this is the procedure, but if he jumps ship he takes the chance that he will be checked. If he was not checked there, he should be checked here.

Mr. Munro: If one of these people came over here and we watched him for a year and did not give him any status at all, and our security people said he was a risk and sent him back, would you expect to be given reasons why he was sent back?

Mr. Rinkunas: Well, I think it is better to give reasons than not. I do not mean to give it to the newspapers, do not publish it, but give it to certain persons such as the leaders of the community. As I said about these Yugoslavs, if the Minister knew that a particular Yu-

goslav is a spy, he should have called the leader of that community and said, "well, listen, that is that".

Mr. Munro: Well, would you expect that person who comes over here without any status at all to have a right of appeal before he goes back?

Mr. Rinkunas: Oh, yes. Your procedure is very good here. I did not write in this paper all the good things. There are very many good things.

Mr. Munro: Thank you for that. I am talking on the assumption that we adopt this proposal which Mr. Roxburgh was talking about and let those people in with no status at all. Presumably we would dispense with security considerations entirely and let them in. You are not suggesting we give them landed immigrant status when they arrive?

Mr. Rinkunas: No. I am not suggesting that. There may be a kind of special status, or whatever it is, until that person is checked. Once he jumps his ship he must accept that.

Mr. Munro: Even without status you would expect, if the security people in Canada came to the conclusion what that person was a security risk, they should reveal the evidence they have to substantiate that conclusion—

Mr. Rinkunas: Yes, that is right.

Mr. Munro:—to the person concerned and to his relatives, and allow him the right to appeal?

Mr. Rinkunas: That is right. That appeal court or appeal commission would be very welcome.

Mr. Roxburgh: Well, just one second. I think we're putting too much weight on this business that we are talking about. If they want spies coming into this country they can flood the entire country with spies. At the present time there is only one chance in a hundred thousand that these people who want to come in are spies.

Mr. Munro: I already prefaced my remarks by saying that I agree we give too much weight to the security considerations—

Mr. Roxburgh: Yes, indeed.

Mr. Munro:—but I am just trying, Mr. Chairman, to find out what the feeling is of groups such as yours, who feel strongly about people behind the Iron Curtain coming into this country, and what procedures in detail you would recommend. You have indicated what they are.

Mr. Rinkunas: We do not object to strong checking. We do not object. Let us check them quite carefully. Let everybody concerned be convinced that that person is good enough to stay in Canada. We are not objecting to any checking but we are objecting to deporting without proper checking. As I said previously, this certainly happened with Lithuanians.

The Joint Chairman Mr. Klein: Are you finished, Mr. Munro? Mr. Nasserden.

Mr. Nasserden: Mr. Chairman, I think we have pretty well double-checked any questions that we might want to ask tonight. However, I did want to compliment Mr. Rinkunas on his brief. It has given us an opportunity to have a good discussion tonight, and I think it has also given us an insight into some aspects of this situation which will prove valuable to us. I will conclude with those remarks.

The Joint Chairman Mr. Klein: Gentlemen, if there are no further questions, we thank you very much for coming here.

Before we leave, I have been asked to announce that we will meet tomorrow at ten o'clock in the morning but not in this room. We will meet in Room 4, which is across the hall. If you have any personal belongings please take them with you tonight.

Mr. Roxburgh: What is on for tomorrow?

The Joint Chairman Mr. Klein: The first witness on the agenda for tomorrow will be at ten o'clock,—the International Institute of Metropolitan Toronto. Then at 10.45 we hope we will hear from Mr. Clement Nusca of the Italian Businessmen's Association of Toronto. At 11.15 we will hear from the Canadian Polish Congress.

Mr. Roxburgh: They have not presented a brief as yet.

The Joint Chairman Mr. Klein: They have a brief.

Mr. Roxburgh: We do not have it yet, that is what I meant.

The Joint Chairman Mr. Klein: In the afternoon at 2.00 o'clock we were to hear from Mr. Stanischevski, but I believe he cannot come. Is that definite?

Mr. Munro: Yes, he telephoned me yesterday that he has to appear in Ottawa.

The Joint Chairman Mr. Klein: Mr. Stanischevski will not appear tomorrow. That means that we are not scheduled to meet in the afternoon. That is all gentlemen. Thank you.

APPENDIX B

BRIEF
from the
ANGLICAN CHURCH OF CANADA
to the
Special Joint Committee
on Immigration
in the
House of Commons

INTRODUCTION

1. The Committee on Immigration of the Anglican Church of Canada appreciates this opportunity of presenting a Brief to the Special Joint Committee on Immigration in the House of Commons to make known our views on the White Paper.

2. The Council for Social Service has kept itself informed about the immigration policies of Canada since the Council was formed in 1915. Due to the accelerated mobility of people in the world it is more important now than even before to have a well defined immigration policy that can be implemented wisely, and in such a manner that we do not lose sight of the fact that people are human beings and have individual opinions, choices, ambitions and desires.

3. Our Committee has followed with keen interest the developments which have led to the consideration of a new immigration policy and we are happy to support the White Paper in its efforts to eliminate discrimination of every kind. In the last few years the Church has had several opportunities to meet with the Minister of Immigration and voice concern about apparent discrimination in the Immigration Act.

4. In the future people will have to come to Canada from countries other than those from which former streams of immigrants have come. It is the opinion of our Church that Canadian attitudes have matured to the point where we will be able to cope with the additional challenges that a more flexible and generous immigration policy will bring.

THEOLOGICAL FACTORS AND THE
ROLE OF THE CHURCH

5. Migration of people is a concern of the Church as well as of the nation. In a world of revolution, economic and technological change the responsibility we have for one another is a humanitarian one and is constantly increasing as we become closer neighbours. Christians are conscious of the fact

that the roots of their faith are deep in the history of an itinerant people. Responsibility for the sojourner, the stranger, the traveller and the guest is spelled out clearly from the days of Abraham to the time of Jesus Christ and on down to the present day.

6. The ancient Judio-Christian belief in God as Creator of all things including mankind provides the theological basis for the modern scientific biological belief in the common origin of man. The Christian faith reinforces this belief by the conviction that Jesus Christ came to effect the salvation of all men and in the process of carrying out this mission specifically commanded His followers to love one another in the same manner in which He loves us.

7. We are united to one another in the strong bond of the love of God which recognizes His Divine Image in each person. When we accept this view, then every person has a dignity to be respected. Because we believe that all men regardless of race, language or religion are united in one human family and that each one is of infinite value in the sight of God, we cannot be deaf to the cries of the dispossessed of the world who want an opportunity for a better life.

8. The economic, national, social and cultural frontiers of the world have altered radically since 1950. The continued explosive growth of world population now poses the imminent threat of world over-population. It is no longer feasible to think that this land of Canada can continue to be occupied by our present small population for our personal advancement and profit. Canada must be more sensitive to the needs of all people in the world who are living in deplorable conditions through no fault of their own. In order to alleviate some of the strains due to material shortage and political upheaval, Canada has an obligation to give assistance to refugees by offering an opportunity to immigrate and begin life anew. We dare not delay in carrying

out the responsibility that is ours for people whose state of need arises simply from the fact of their existence. In order to be able to do this it is important that adequate planning be done both by the Government and the community. The Social Development Branch of the Secretary of State Department has a right to expect that church members will be interested in co-operating with their plans for the integration of newcomers. We would suggest that it is also reasonable for the churches to expect that the Social Development Branch of the Secretary of State Department will consult with them in the development of integration plans and will actively seek their co-operation.

9. The parish church is in a strategic position in being able to provide a neighbourhood setting where primary group relationships might be developed. It is in the small community group of this nature that the new immigrant should be able to find his feet more quickly in our Canadian society. The contributions that newcomers are able and anxious to make to our Canadian way of life, both socially and culturally, are slow in being recognized. To share values, talents and skills, newcomers have to be secure themselves and know that the not-so-new residents will understand. Integration can be a pleasant and creative experience for them and us, when the environment is such that together we will be able to make our maximum contribution to our nation of the future.

10. Feelings of superiority and prejudice exist where knowledge and personal confrontation are lacking or inadequate. The Church's obligation is to contribute to the bridging of this gap by the very nature of her faith and calling and to engage constantly in the task of developing humanitarian attitudes toward people of other races and nationalities whether here or overseas.

THE DEVELOPMENT OF OUR INVOLVEMENT

11. The Anglican Church of Canada representing 1,360,000 people, according to the statistical report of General Synod for 1965, is itself an institution with an immigrant origin. The Anglican Church came to Canada with the early immigrants from the United Kingdom and it has grown to maturity side by side with the nation of Canada.

12. The subject of immigration has always been of interest to the Church. Meeting the needs of newcomers during the first world war was one project around which Christian

social service first evolved and soon there developed a separate department within the Church for social service. At the end of the First World War, Anglican Port Chaplains were assigned to eastern seaports in anticipation of an expected influx of immigrants and this service has continued to the present time. The responsibility of giving new arrivals an adequate welcome led naturally to a concern for their welfare when they reached their destination for settlement.

13. In the decade between 1920 and 1930 single men and younger boys were given a welcome and hostels were established by the Church across Canada to provide temporary accommodation for them.

14. In the 1930's the rate of immigration declined because of the depression. The Church became concerned about racial persecution in Europe and urged that Christian people repudiate anti-semitic propaganda. The Church also urged the Canadian Government to admit selected political refugees into Canada.

15. In 1940 the Anglican Church authorized the setting up of a standing Committee on Immigration which has been functioning ever since. In the early part of World War II the Church was distressed by the needs of the Japanese families within Canada when they were displaced from their chosen homes on the west coast and sent to various places in eastern Canada to live. Again, the Anglican Church set itself firmly against prejudice and injustice whether found overseas or at home. The Church also rose to the challenge and provided may suitable homes for British children who were evacuated to Canada for their own protection during the war.

16. It was in the decade of the 1950's that the Church expressed a compassionate concern for the serious plight of the homeless and displaced peoples of Europe and urged local parishes to be sponsors in order to assist some of the refugees to migrate. The Government was urged to increase their migrants from the West-Indies and from the Orient in such numbers as might be integrated readily. Some of the dioceses in Canada set up referral centres and information services at this time in order better to assist such newcomers. During these years the Church established a system whereby ship immigrants who so wished would be introduced to local parishes at their destinations. The Government as well as the shipping companies co-operated to make this kind of referral possible.

17. All the resources of the Anglican Church were used to capacity when the Hungarian families came to Canada in large numbers in the fifties. The Church strongly supported in many ways, the United Nations World Refugee Year. Parishes are still sponsoring refugees from the camps in Europe.

18. The Anglican Church of Canada joined with thirteen other denominations in producing a "Welcome to Immigrants" folder. This leaflet was first used at Seaports and is now also being distributed at the Airports to new immigrants so that they can be assured that when they arrive in Canada, even though it is not possible to have a Port Chaplain on the spot, the Church welcomes them and is prepared to assist them in any way possible. All the churches appreciate the active co-operation of the Department of Immigration in this project.

19. From time to time the Anglican Church has stated opinions on subjects allied to that of immigration. The Church has spoken out on the subject of human rights and immoral use of nuclear power; she has supported the Colombo Plan and expressed concern about the social problems associated with unemployment. In 1958 in co-operation with the Canadian Council of Churches we assisted in the establishment of the Churchmen's Seminar on International Affairs which has become an annual national event. The Council for Social Service has a Standing Committee on International Affairs; it has taken an active interest in the Religion and Labour Council; it has taken a stand in support of health services to all and frequently states disapproval of and takes action to overcome racial discrimination wherever it appears. The Church is also active in the field of Indian and Eskimo affairs.

THE WHITE PAPER

20. The Church believes that the present Immigration Law as it is functioning is not adequate to meet the changing needs of the world. The White Paper appears to have eliminated legal discrimination against people who are of different races, religions, or cultures and this is most commendable.

21. We sincerely hope that the staff of the Department of Immigration will be highly skilled and competent at all levels. We hope that there will be adequate in-service training or whatever kind of assistance is required in order for the staff to be able to have a common standard of decision-making so that personal bias will not interfere in the carrying

out of a good non-discriminatory law. In the future as in the past, the impact of the immigration law is going to be measured in terms of how the staff administers it.

22. The churches which are members of the World Council of Churches, (and the Anglican Church of Canada is one of these) acknowledge that it is the right and duty of national governments to regulate migration into their respective countries and that it is the responsibility of the church to support what is good in national policy and to work constantly for change in those parts of the policy which should be improved. National immigration policy should be under constant critical review. The World Council of Churches at the Conference held in Leysin in 1962 stated this and their report was the basis of our Council for Social Service Bulletin on the Church's Role in Migration and Integration (No. 188).

23. In the introduction of the White Paper a "permanently admissible to Canada" category infers that there is a permanently refused one. We believe in redemption, reform, and forgiveness and believe that a person's application for a landed immigrant status should be always subject to periodic review.

24. In the prohibited persons class (par. 63), "associates of criminals" are excluded. This should be spelled out in much greater detail and clarity. Similarly in paragraph 83, a person shall be deported on grounds of criminality, subversion, and disloyalty, none of which terms are defined clearly. In many countries a prison record is evidence of being an independent political thinker and thus a desirable person to immigrate.

Family Solidarity

25. We commend the stand of the White Paper in abolishing the prohibition of both mentally and physically defective persons if they are members of an otherwise acceptable family.

26. In the interest of the solidarity of the family we would like to suggest that unmarried sons and daughters over twenty-one, even if they are unskilled, ought to be included with the rest of the family if they wish it.

Appeal Procedure

27. We heartily support the far reaching changes suggested for the procedure of appeal through the Immigration Appeal Board. It is most desirable to provide information, both in writing and by means of an interpreter, to a person making an appeal. It is right that this person should have legal counsel before an

enquiry and it is also a good thing that no one should be deported for causes beyond his control.

Availability of Loans

28. We welcome the intention to permit immigrants from anywhere to apply for loans to migrate. We hope that sufficient overseas staff will be available soon in order to receive applications from anywhere and to process them with speed and efficiency as is done in some countries at the present time.

Sponsorship of Immigrants

29. The following are some of the kinds of people who migrate to Canada:

- (i) There is the immediate family member who accompanies the immigrant.
- (ii) There is the less immediate relative (brother, cousin, uncle) who might be given assistance to immigrate at a later time.
- (iii) There is the orphaned person who has no family member anywhere.
- (iv) There is the immigrant himself who, with a little assistance at the right time might make the grade to successful migration.
- (v) There is the person who is encircled with political turmoil sufficient to keep him from becoming qualified for migration, but who would have much to add to Canadian living if he were permitted to migrate first and be trained, or complete his training in Canada (see par. 32).
- (vi) Refugees.

We would appreciate it if the concept of being a sponsor could be more clearly defined. Perhaps additional terms such as "guarantor" or "underwriter" could be incorporated into the law in order to convey the fact that different requirements are necessary in order to assist people in different categories to migrate. Individuals and families who were unable to immigrate on the basis of their own qualifications in the past were assisted by congregations or voluntary groups who provided one type of sponsorship that was considered satisfactory. We believe that this latter kind of humanitarian immigration should continue and that the regulations for it should be defined so that they can be applied universally.

30. Our Committee on Immigration expresses concern at the fact that Canada plans to recruit skilled persons of another country to migrate at a time when their own country may need those same skills. We should be sensitive to how the emigrating country might feel toward Canada, a country that is blessed with so many natural resources and opportunities. We ask that the Department of External Affairs will take this into consideration and offer to such a country, under the External Aid Program, such aid and assistance as is possible in order to compensate for this drain of human resources.

31. A newly arrived immigrant needs time and opportunity to learn a new language, obtain employment, become settled and judge for himself the adjustments of migration before he is able to sponsor a distant relative with full knowledge of this responsibility and of his own capacity to meet it. Frequently the responsibility a young person accepts in sponsoring a relative older than himself would never have arisen in family relationships and he remained in the country of his birth. This period in which he is protected from over anxious relations is very important. After a specific length of time has passed and the migrant has demonstrated his intention to become a citizen he should be permitted to sponsor defined categories of relatives. We would hope that these requirements would not impose on him a standard that would be impossible for him. If citizenship is to be linked in any way with sponsorship, it will be a matter of urgency to review both the Citizenship Act and its administration in advance.

32. According to paragraph 47, a sponsored male relative, if over sixteen years of age, is required to have a minimum of seven years schooling. This might have been impossible in the country of his birth. We believe that the opportunity should be given both men and women to migrate if the migrant is prepared to obtain the equivalent of seven years of schooling within a specified time after he arrives in Canada.

33. Our Committee was gratified to see in section 54 that there would be a special legislation to assist refugees. We were pleased also in paragraph 55 to know that the Government intended to accede to the International Convention on the Status of Refugees and become party to the Hague Agreement on Refugee Seamen.

34. It would be of tremendous value if the various professional associations throughout

Canada could be encouraged to establish national minimum standards for membership instead of totally confusing an immigrant by having ten different provincial yard-sticks for the measurement of his professional competence. We recognize that the professions must set down conditions for admission to their professional registrations but these should be non-discriminatory, uniform, and made known to the public.

Responsibility for Integration

35. The members of the Anglican Church are committed as individual citizens to support all efforts made by the Department of Immigration and Social Development Branch of the Department of State to assist new immigrants to become integrated into the local neighbourhoods and communities where they live. The social agencies in the community, including the churches, have a responsibility to assist the Government in this task.

36. It is of the utmost importance that all members of an immigrant family have adequate counselling and advice available to them in the adjustment to an environment entirely different from that which is familiar to them in their former homeland. The problems that arise immediately on arrival will be practical ones with factual answers. Long-time counselling will uncover the cultural ad-

justments that will be necessary where values are different. This will involve a close co-operation between the Government, both federal and provincial, and municipal and voluntary agencies, in order for the immigrant to receive the counselling he requires. These services should be co-ordinated, probably by a Government department, and reviewed, probably regionally, at intervals. Availability of services should be common knowledge in every community so that we all can be the effective concerned neighbours we should be.

CONCLUSION

37. Our Committee hopes that even though immigration will be closely linked to the Department of Manpower (and indeed must be) that new immigrants will not be regarded solely as cogs in the wheels of industry. Our Committee will continue to keep a constant watch on how this is carried out and we hope that the rules will not be so rigid that there will be no freedom for the staff to exercise compassion in making individual decisions.

38. The Anglican Church, like the Government, finds it easier to eliminate discrimination in theory than in practice, consequently attitudes everywhere must be periodically challenged and evaluated. Likewise, Canadian Immigration policy should be reviewed and given periodic evaluation from time to time.

APPENDIX C

SUBMISSION

BY

THE MINING ASSOCIATION OF CANADA
TO THE
SENATE AND HOUSE OF COMMONS
COMMITTEE ON IMMIGRATION

February 1967

*Manpower Requirements of the Mining
Industry and Immigration Policy*

Honourable Gentlemen,

The Mining Association of Canada greatly welcomes this opportunity of submitting to you its views on the manpower situation in the mining industry and the related question of Canadian immigration policy.

For purposes of identification, a list of member companies which compose The Mining Association of Canada is attached to this brief.

The Mining Association of Canada is a national organization, the membership of which is constituted by the great majority of the mining companies of this country responsible for the production of base metals, nickel, copper, lead and zinc, of uranium, iron ore, gold, silver and other precious metals, as well as certain industrial minerals, including asbestos, potash and nepheline syenite.

The member companies of the Association account for about 90 per cent of Canada's total metal and industrial mineral production, which in 1966 amounted to approximately \$3 billion.

* * *

The purpose of this submission is to describe the difficulties which many mining companies have experienced during the past two years in recruiting in Canada a labour force adequate to maintain their productive capacity; and to suggest that the mining industry will continue to suffer from shortages of suitable manpower unless greater recourse is made to immigration and the educational requirements for unsponsored immigrants are modified.

We must make it clear, however, at the outset that we are speaking specifically of and for companies which conduct underground mining operations. The conditions which we shall describe do not apply to large, highly

automated open pit operations, such as iron ore producers. Some of these operate in parts of the country where unskilled labour is not in short supply. Their problem rather is to obtain men of sufficiently high educational standards to undertake the training necessary to reach an advanced level of technical ability.

For normal underground mining operations, however, the problem is different. In this respect, serious shortages of manpower, skilled and unskilled, have been felt for more than two years.

When it became apparent that such shortages were likely to have serious effect on the productive capacity of mining companies and their expansion programmes, a survey was undertaken at the beginning of 1965 to determine the extent and nature of manpower requirements. That survey showed that more than 4,000 men would be required during that year, some 1,000 in various categories of skilled trades and some 3,000 for mining occupations.

A series of discussions was initiated with the federal authorities to consider ways and means by which this need could be met, and many aspects of the problem were thoroughly explored.

Mining companies were urged to work in close conjunction with the National Employment Service (as it was then called) and to avail themselves of all its facilities; they were also urged to reduce the rate of labour turnover by all practicable means, and to expand their training and upgrading programmes, as well as to take advantage of the manpower mobility programme.

These steps were duly taken by many companies. The co-operative efforts of the Na-

tional Employment Service were much appreciated, but it soon became clear that the type of unemployed worker available from that source was not, for physical and other reasons, usually suitable for underground mining employment.

Training programmes were expanded, and in some instances formal programmes were established with the aid of federal and provincial authorities. While these have been helpful, they have not produced effective results, and some have had to be discontinued through lack of suitable recruits.

The manpower mobility programme has yet to be tried out on a substantial scale. However, the difficulties which it is likely to encounter, when applied to the mining industry, are illustrated by the almost total lack of success which companies have previously experienced in their attempts to recruit miners from Newfoundland or the Maritimes to work in other parts of the country.

During a period which now extends over two years, companies have made every effort to recruit men from Canadian sources. These efforts include advertising in what appeared to be likely areas, and sending their own recruiting teams through the country.

The lack of success of these efforts has led to the very general conviction among mining companies that the continuing shortages of suitable manpower will only be met by greater recourse to immigration.

The situation was reviewed at a meeting held last September in Ottawa between a group of industry representatives and senior officials of the Department of Manpower and Immigration.

As a result of that meeting, the Department instituted special regional studies of manpower availability and the mining industry's manpower requirements, to be undertaken by the five Regional Directors, assisted by industry representatives. The complete results of these studies are not yet available. It is, however, the opinion of the industry representatives that the studies will show:

- (a) that there continue to be serious long-term shortages of manpower suitable for underground mining operations, particularly in Ontario, the Prairie Provinces and the remote mining areas of Northern Canada, and
- (b) that, in spite of local and regional pockets of unemployment, there is

no adequate manpower pool in Canada from which these shortages can be met.

While skilled tradesmen continue to be in short supply, the greatest need, as far as mining companies are concerned, is for mining trainees, i.e., young men, from 21 to 30 years of age, in good physical condition, intelligent, adaptable and capable of being trained for mining occupations, especially underground. There is no prospect of finding such men in Canada in anything like the required numbers, which continue to be substantial.

The industry is convinced that to meet this need greater recourse must be had to immigration.

The barrier to effective overseas recruitment is the present provision that an unsponsored immigrant, to be eligible for admission to Canada, must have Grade 10 or 11 education or its equivalent.

No one can take exception to the general thesis that it is a necessary and desirable objective to upgrade the educational standards of Canadians. As an aim of national policy, this is unexceptionable. The White Paper on Immigration lays strong emphasis on the need for high educational standards for immigrants, as will be noted from the following extracts:

"Canada's expanding industrial economy offers most of its employment opportunities to those with education, training and skill...

"This pattern of increasing demand for workers with a relatively high level of education and training, and of a static or decreasing requirement for the unskilled or semiskilled, shows no sign of changing in the foreseeable future...

"The productive worker in this changing environment will be one with the basic education or training to adapt himself to new circumstances, to learn new skills, and to profit by new opportunities...

"This national effort to improve the employability and the productivity of the work force should not be offset by immigration policy, as it would if a large proportion of immigrants were unskilled...

"We should vigorously recruit educated and skilled immigrants on a steady basis; and ... we have to be on guard against admitting large numbers, or greatly fluctuating numbers, of uneducated and unskilled immigrants."

Officials of the Department of Manpower and Immigration have also expressed the fear that, if immigrants of comparatively low educational standards are admitted for mining occupations, they may not stick to their jobs but drift off to the large urban centres and join the ranks of those less qualified for other employment.

As a broad statement of national policy on immigration, we can fully appreciate the importance of these considerations.

We cannot believe, however, that they take into account all the facts with which industry is currently confronted.

There are occupations which do not call initially for high standards of education, and the higher the level of general education among Canadians, the fewer persons there will be able and willing to accept such employment. Underground mining is an example. A set level of high school education is not a pertinent criterion in judging the qualifications of a mining "trainee". A young man of Grade 10 or 11 education can be expected to look elsewhere for employment.

We believe that this point has had insufficient attention in framing immigration policy.

The type of immigrant we have in mind has been the backbone of the labour force of the mining industry in the past. He has made a satisfactory life for himself in the industry and has contributed greatly to its growth and progress. He is the kind of man we shall continue to need in this country if the future progress of our primary industries is to be ensured. It will, in our view, be a great mistake if the immigration door is barred to this type of needed immigrant.

Mining companies are prepared to work in close co-operation with the immigration authorities in the recruitment and selection of the type of immigrant required. They undertake the responsibility of training such men to become competent and skilled miners. They also undertake to give language training and generally to assist the immigrant to adapt himself to his new environment.

The acquisition of skills as a miner broadens the immigrant's range of employability, as the skills so acquired can be up to use in various phases of the construction industry and other forms of employment. Mining companies are prepared to assure such immigrants of steady employment.

Manpower shortages have begun to take their toll on the productive capacity of the

industry. Some mines have been forced to cut back on production. Development work, vitally important for maintaining future production, has had to be deferred. Some expansion programmes have had to be curtailed. Manpower shortages have been an important factor in accelerating the premature closure of some operations.

We are dealing with an industry which is responsible for the production of some \$3 billion of new wealth annually and can reasonably anticipate a continuing period of growth and expansion. We look forward to a resurgence of the uranium industry, a great period of development in potash production and a general expansion of base metal production. The industry is now responsible for approximately 30 per cent of Canada's total exports. It hopes to be in a position to make an even greater contribution in the future to the declared national aims of increased productivity, increased exports, and increased employment.

These aims can be realized only if an adequate and stable labour force can be obtained.

It is our belief that in the current circumstances an adequate and stable labour force in the mining industry cannot be achieved without keeping the immigration door open to suitable and selected immigrants, even if their educational standards are not those at present required by Departmental regulations and policy.

An inflow of such immigrants should be provided for, so that mining companies in need of such men may be free to recruit them as circumstances warrant.

The industry needs a continuing and increasing supply of men for training. The great increase in production of mineral products has largely used up the potential pool of available men. The exhaustion of mines, such as some of the gold mines, does not help the situation because most of the men are either over age or physically unfit for new employment.

Certainly the employment of Canadian citizens must always be a matter of top priority. But there are productive jobs to be done in this country which make it necessary and desirable to supplement our present labour force.

We urge, therefore, that our immigration policy should be sufficiently flexible to provide for the admission of workers whose qualification for such jobs is not determined by a set level of scholastic attainment.

THE MINING ASSOCIATION OF CANADA
MEMBER COMPANIES

- Aetna Investment Corporation Limited
Algoma Steel Corporation Limited, The—
Algoma Ore Division
Alwinal Potash of Canada Limited
American Smelting and Refining Company—Buchans Unit
Anaconda Company (Canada) Ltd., The
Asbestos Corporation Limited
Aunor Gold Mines Limited
Barnat Mines, Limited
Bell Asbestos Mines Ltd.
Bethlehem Copper Corporation Ltd.
Bralorne Pioneer Mines Limited
Broulan Reef Mines, Limited
Brunswick Mining and Smelting Corporation Limited
Caland Ore Company, Limited
Campbell Chibougamau Mines Ltd.
Campbell Red Lake Mines Limited
Canada Tungsten Mining Corporation Limited
Canadian Dyno Mines Limited
Canadian Exploration Limited
Canadian Faraday Corporation Limited, The
Canadian Johns-Manville Co., Limited
Cassiar Asbestos Corporation Limited
Coast Copper Company Limited
Cochenour Willans Gold Mines, Limited
Cominco Ltd.
Craigmont Mines Limited
Denison Mines Limited
Dickenson Mines Limited
Discovery Mines Limited
Dome Mines Limited
Dominion Magnesium Limited
East Malartic Mines, Limited
East Sullivan Mines Limited
Eldorado Mining and Refining Limited
Falconbridge Nickel Mines Limited
First Maritime Mining Corporation Limited
Gaspé Copper Mines Limites
Giant Yellowknife Mines Limited
Granby Mining Company Limited, The
Granduc Operating Company
Gunnar Mining Limited
Hallnor Mines, Limited
Heath Steele Mines Limited
Hilton Mines Ltd.
Hollinger Consolidated Gold Mines, Limited
Hudson Bay Mining and Smelting Co., Limited
Industrial Minerals of Canada Limited
Industrial Minerals & Chemical Corporation (Canada) Limited
International Nickel Company of Canada, Limited, The
Iron Ore Company of Canada
Kam-Kotia Limited
Kennco Explorations, (Canada) Limited
Kerr Addison Mines Limited
Labrador Mining and Exploration Company Limited
Lake Asbestos of Quebec, Limited
Lake Dufault Mines Limited
Lake Shore Mines Limited
Lamaque Mining Company Limited
Leitch Gold Mines Limited
Little Long Lac Gold Mines Limited
Macassa Gold Mines, Limited
MacLeod-Cockshutt Gold Mines, Limited
Madsen Red Lake Gold Mines Limited
Magnet Cove Barium Corporation
Malartic Gold Fields (Quebec) Limited
Manitou-Barvue Mines Limited
Marbridge Mines Limited
Mastodon-Highland Bell Mines Limited
Mattagami Lake Mines Limited
McIntyre Porcupine Mines Limited
New Calumet Mines Limited
Newmont Mining Corporation of Canada Limited
Noranda Mines Limited
Normetal Mining Corporation, Limited
North Goldstream Mines Limited
O'Brien Gold Mines, Limited
Opemiska Copper Mines (Quebec) Limited
Orchan Mines Limited
Pamour Porcupine Mines, Limited
Patino Mining Corporation, The
Pine Point Mines Limited
Preston Mines Limited
Quebec Cartier Mining Company
Quebec Iron and Titanium Corporation
Quemont Mining Corporation, Limited
Rayrock Mines Limited
Renabie Mines, Limited
Rio Algom Mines Limited
Ryon Mines Limited
Sherman Mine
Sherritt Gordon Mines Limited
Sigma Mines (Quebec) Limited
Steep Rock Iron Mines Limited
Sullivan Consolidated Mines Limited
Sunro Mines Limited
United Keno Hill Mines Limited
Upper Canada Mines Limited
Willroy Mines Limited
Wright-Hargreaves Mines, Limited
Yukon Consolidated Gold Corporation Limited, The

APPENDIX D(1)

Summary of the Brief of the Canadian
Manufacturers' Association

Mr. Chairman, the CMA would like to seize this opportunity to express its pleasure in noting that 1966 saw more than 194,000 new immigrants landed in Canada and the Association wishes to publicly commend our Immigration Service personnel for their part in establishing this near record.

We appreciated the opportunity to submit our views in the form of a brief and we were pleased to comply with the Committee's request that we appear here today to further amplify those views. The Association believes that a substantial and continuing influx of people, who will contribute to our national economy and adopt the Canadian way of life, is imperative; we are most anxious to assist the Department of Manpower and Immigration in any way we can.

At the time of drafting our brief, figures for the fourth quarter of 1966 were not available,

but based on the first three quarters statistics, we were gratified to note in our brief that we appeared to be headed for a good year. The CMA had been disturbed by the results in the years 1959 through 1964, and in particular 1961, 1962 and 1963.

In light of estimated emigration at a rate of 60,000 to 80,000 annually and a declining rate of net natural increase, the Association recommends what it believes to be a realistic yearly target of 160,000 to 180,000 immigrants.

Just as companies conduct studies to determine the causes of turnover, the Association feels it would be productive for Government to develop emigration statistics as an aid to studying this problem.

The remaining specific recommendations are to be found on page 8 of our brief and I should like to read them into the record.

APPENDIX D(2)

Submission of
The Canadian Manufacturers' Association
to
The Special Joint Committee
of
The Senate and House of Commons
on Immigration
(January 1967)

The Canadian Manufacturers' Association has consistently recorded its support of policies designed to increase the flow of immigrants to Canada. Coupled with our belief that large-scale immigration is needed to supplement the natural increase in population is the recognition, that except in certain instances where humanitarian considerations pervade, the acceptability of a prospective immigrant should be based on his ability to make a contribution to the economic growth of our country and on his willingness and ability to adopt our Canadian way of life thereby giving reasonable assurance of his being assimilated into our citizenry.

We endorse the observation contained in the White Paper on Immigration which suggests that the absorptive capacity of the nation is not a statistic rather that it is broadly dependent on the level of qualifications of the individuals and how adaptable they may be to Canadian society. The CMA is gratified to note that this is but one of several premises contained in the White Paper which are in accord with recommendations to be found in CMA policy statements and recommendations to Government in previous years.

In re-affirming our views at this time we wish to underscore certain of the points made

in the White Paper. It is common knowledge that the sparseness of our population places Canada at an economic disadvantage in that the per capita costs of government, transportation, highways, education and public services are necessarily high in a country of such size. With additional productive people, it is obvious there would be a decrease in the overhead per capita and our factories would reap the advantages of mass production and specialization which have been such important factors in raising the standard of living in the United States. Further with a larger domestic market, not only Canadian manufacturers but also farmers and other producers would be less dependent on foreign markets, and the Nation's economy as a whole would gain greatly in stability.

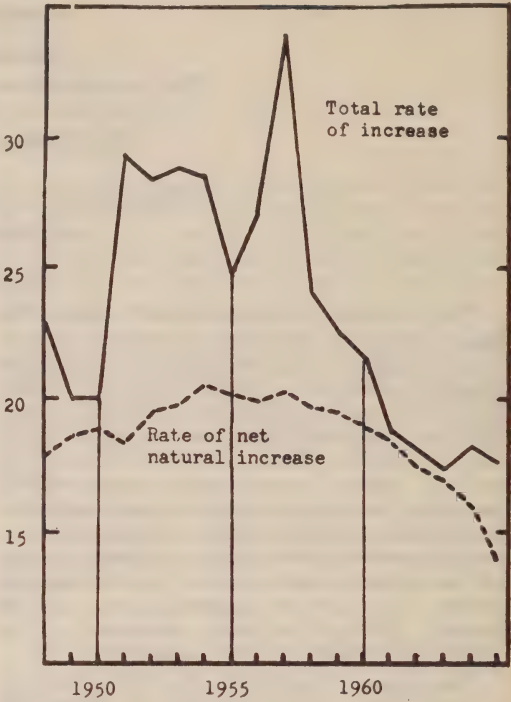
The rate of immigration to Canada has been disturbingly low during the 1959-1964 period. In fact, in the years 1961, 1962 and 1963 we had practically no net gain from immigration; the number of newcomers to Canada was almost completely matched by the estimated total of emigrants. The picture improved somewhat in 1965 and on the basis of 9-months totals for 1966 it appears that immigration once again approaches an economically desirable magnitude.

	Immigration	Estimated Emigration	Net Immigration
	(thousands of persons)		
1950	74	59	15
1955	110	41	69
1956	165	51	114
1957	282	59	223
1958	125	49	76
1959	107	54	53
1960	104	61	43
1961	72	65	7
1962	75	67	8
1963	93	88	5
1964	113	73	40
1965	147	74	73
First 9 months			
1965	108	n.a.	n.a.
1966	145	n.a.	n.a.

Source: Dominion Bureau of Statistics and Department of Manpower and Immigration

Although the shifts are largely related to economic conditions and other developments both in Canada and abroad, the CMA is of the opinion that the establishment of an annual target of approximately 160,000-180,000 immigrants would be desirable. Since only a proportion of this total would represent additions to the work force and emigration from Canada is likely to continue at a rate of 60,000-80,000 persons per year, the absorption of the newcomers by the labour market should not present problems even during periods of slower economic expansion.

The need for immigrants is reinforced by the appreciable decline in the rate of net natural increase in Canada. The birth rate per 1,000 of population appears to have fallen below 20.0 during 1966 compared with more than 28.0 a decade ago. Indications are that the falling birth rate represents a trend which is likely to persist for some time. Hence even the so-called family formation boom in the next few years (following the post-war baby boom) may not be as significant in terms of the natural increase of population as generally anticipated only a few years ago.



	Birth Rate	Rate of Net Natural Increase
	(per 1,000 of population)	
1950	28.5	19.0
1955	28.5	20.3
1956	28.3	20.0
1957	28.7	20.3
1958	27.8	19.8
1959	27.7	19.6
1960	27.0	19.1
1961	26.3	18.5
1962	25.5	17.6
1963	24.8	17.0
1964	23.7	16.1
1965	21.6	14.0

Source: Dominion Bureau of Statistics

Emigration from Canada is another major factor to be taken into account. It is most unfortunate that apart from residual estimates practically no information is available on this aspect of population movement. In view of the fact that detailed statistics and supplementary analytical material on emigration would be of considerable help in estimating future manpower requirements, the CMA recommends that the Department of Man-

power and Immigration explore avenues of collecting and publishing such data. Possibly reciprocal inter-government agreements between Canada and foreign countries could fill this gap in our understanding of population movements. More information regarding emigration could also assist in the development of a program which would reduce the "brain drain" from Canada.

Relative to the Government statement on "migrant patterns and supply", we can best emphasize our support of the concept that to be effective our immigration program must be one of encouragement even though levels of employment may fluctuate by referring to earlier statements we have made. In our 1961 brief we stated "encouragement for immigration at a time when unemployment is abnormally high seems to many to be paradoxical. However, the fact is that a flow of immigration, if cut off or discouraged, cannot usually be easily revived at will. Moreover as has been indicated, there is today a shortage of persons available with many necessary skills even though unemployment is undesirably high. Added to this is the fact that the employment stimulating effect on immigration seems usually to be at least as great as the supply of labour it brings. In the light of the growth requirements of the Canadian economy through the next several years and the stimulus to real income per capita provided by population and skill additions, a wise policy for Canada would be to continue encouraging immigration, giving special emphasis to the selection of immigrants with technical and professional qualifications and experience. By this means the capacity of the Canadian labour force to keep pace with the rising skill demands of a period of rapid technological change can be bolstered." Again, in 1963 our statement read "it is recognized, of course, that during periods when the economy fails to achieve a desirable growth rate and when unemployment is extensive, due regard must be accorded the rights of Canadian job seekers in the formulation of short-term immigration policies. However, a steady flow of immigration should be maintained even during such periods, as unemployment does not affect all occupations equally."

If our role in the world community is to absorb our "fair share" of refugees and provide technical and economic assistance to the developing countries, we need more people and more skills than are now present in Canada in order to discharge our responsibilities. Thus aggressive recruiting programs by individual organizations should be encouraged by our Government and Government policy should aim at facilitating the recruiting efforts of private employers. In addition, the Government should be as aggressive in its recruitment as circumstances and attitudes in the countries concerned permit.

Implicit in the goal of an accelerated flow of immigrants is the need for adequate staffing of our immigration offices in order

that applications for admission to Canada may be treated expeditiously and at the same time with the requisite care our selection and control measures demand. The CMA urges that every effort be made to ensure that adequate numbers of specialists such as medical officers staff the offices abroad. Also that early follow-ups with individuals inquiring about immigration to Canada be ensured. We also urge wide publication of Canada's Assisted Passage Loan Scheme as an additional step towards attracting applicants.

It is our further recommendation that applications from immigrants proceeding to Canada with assured employment should be expedited on a priority basis, since assurance of employment implies (a) urgent need on the part of the Canadian employer and (b) strong indication that the immigrant will not only be absorbed quickly but will also begin making a contribution to the economy almost immediately.

The CMA shares with Government the belief that new sources of immigration must be explored and developed. While this should not imply a lessening of our recruiting activities in those countries which have been traditional sources, it does imply extension of our immigration services to new lands, the recruiting of staff to man these facilities and the adoption of an overall approach which is without regard for race, colour or religion of the applicant. The CMA strongly endorses all of this.

The White Paper embraces the concept of financial and other assistance to immigrants as being needed both before and after their arrival. This concept finds support in our previous briefs. We share the Government's view that the Assisted Passage Loan Scheme be extended to immigrants from all countries. In the long run, however, financial assistance will be of less importance than assistance and encouragement in the processes of becoming assimilated into our way of life. If Canada is to benefit from the older cultures and traditions which immigrants bring to us, the immigrant must be enabled to communicate his thoughts and aspirations effectively. For him to do so implies a facility in French or English and preferably both. Not only should the Government provide assistance in gaining such facility, it should also find means to provide incentives which will ensure that the immigrant takes full advantage of the assistance offered.

A general area of governmental policy which is of great concern to us is the co-ordi-

nation of policies within the newly created Department of Manpower and Immigration. We believe that the policies of the Immigration Division should complement those of the Manpower Division so as to create close working relationships between manpower and immigration officials in assisting immigrants both before and after they arrive in Canada.

Working from the premise that Canada will need as many well qualified immigrants as it is likely to be able to attract, the CMA in summation proposes the following recommendations:

Establishment of an annual target of approximately 160,000 to 180,000 immigrants.

Exploration and development of new immigration sources.

Governmental encouragement and assistance be given to business organizations to develop their own aggressive recruiting programs in foreign lands.

Co-ordination of policies within the Department of Manpower and Immigration.

Ensurance of adequate staffing in Government immigration offices abroad.

Early follow-up of inquiries regarding immigration to Canada.

Wide publication of the Assisted Passage Loan Scheme and extension of the Scheme to immigrants from all countries.

Development of comprehensive population movement statistics encompassing both immigration and emigration.

Expedition on a priority basis of applications received from immigrants proceeding to Canada with assured employment.

Encourage the process of assimilation by providing the means to gain facility in French and English, and develop appropriate incentives to ensure that landed immigrants take advantage of the assistance offered.

APPENDIX "E"

BRIEF OF THE
ONTARIO WELFARE COUNCIL
to the
SPECIAL JOINT COMMITTEE
ON IMMIGRATION

The Ontario Welfare Council welcomes the opportunity to present to the Special Joint Committee on Immigration this brief embodying its comments on the White Paper on Immigration.

Our decision to present a brief was based on our concern for the well-being of the people of Ontario, and the fact that a very large percentage of immigrants coming to Canada settle in this province. In view of this we have commented on several aspects of the White Paper, but have dealt in greater detail with those areas concerned with the social adjustment of the landed immigrant. This integration of immigrants into Canadian society is of continuing interest to the Council, finding one expression in our regular province-wide conference on inter-group relations.

This brief was prepared by a Toronto-based committee representative of agencies and individuals actively involved in providing services to immigrants, and in consultation with similar groups in Windsor, London, Kitchener, Niagara Falls, Hamilton, Oshawa, Sudbury and Kingston.

The Ontario Welfare Council commends the Government of Canada for bringing forward the long-needed statement on immigration policy. The statement proposes considerable improvement in a number of areas and provides some welcome changes in the administration of the policy. We accept most of the principles set out in the White Paper.

Selection and recruitment

We agree that Canada still needs people and that immigration is a vital factor in Canadian growth and development, and recognize the necessity for a steady policy of selection and recruitment of immigrants. We also agree that this must be based on long term consideration of economic growth and satisfactory integration of immigrants into the Canadian community.

We note with satisfaction the proposed removal of discriminatory factors inherent in the present legislation, and welcome any trend to disregard the country of origin as a

basis for admission to Canada. Now all Canadian citizens will be able to sponsor from all countries all the classes of relatives who may now be sponsored only from Europe and the Americas and subject to the same conditions.

Sponsorship

(a) *Un-sponsored Immigrants*: We agree in principle with the definition of the requirements for the unsponsored immigrant, and welcome the statement that loans will be made available to all qualified immigrants to enable them to bring their wives and children.

While we agree that the admission of large numbers of unskilled immigrants is no longer feasible, we trust that in administration flexibility will continue to be shown in cases where prospective immigrants have less than the required formal education but show personal qualities that indicate adaptability, such as a capacity for continued education and a desire to improve skills.

(b) *Sponsored Immigrants*: We recognize that the restrictions proposed in the White Paper with regard to the sponsorship of relatives are realistic. The great weakness of the present sponsorship system is that it permits the entry of large numbers of unskilled immigrants, and the pressures resulting from this system make administration of a rational immigration policy difficult, if not impossible. Therefore, it seems reasonable and fair that sponsorship rights for the extended family should be limited, after a transition period, to those, who by becoming Canadian citizens, have indicated that they regard themselves as permanent residents. Moreover the role of the sponsor should be defined in such a way that each person sponsoring would be aware beyond doubt of the extent of his responsibilities.

(c) *Humanitarian Immigration*: We are pleased that the Government of Canada intends to continue its policy of admitting immigrants on humanitarian grounds, and commend the Government of Canada for its intentions to accept the internationally recognized standards in dealing with refugees.

However, we find the statements regarding this practice to be vague and general, and we would like to see the proposed policy clarified and developed more specifically. In this connection we welcome the decision to establish a Refugee Eligibility Commission, since the present machinery for dealing with the admission of refugees, especially political refugees, seems to be inadequate and discriminatory.

(d) *Other Sponsorship*: In addition to those categories described in the White Paper we urge the Government of Canada to give serious consideration to providing for the sponsorship of groups and individuals who may fall outside these categories, such as the sponsorship of deserving cases, families or individuals, by a responsible voluntary body, or by co-sponsorship of an agency and an individual. This would apply only to a small category and the conditions of sponsorship would have to be carefully worked out to ensure the proper and continuing responsibilities of the sponsors.

Control Measures

We are in agreement with the principle of control measures in relation to non-immigrants, visitors and tourists. These categories enter the country for the most part without previous screening and undoubtedly in some cases under false pretences. We are not in a position to comment on the methods of control. We would advocate, however, the widest publicizing of existing regulations both abroad and at the ports of entry.

Deportation

We recognize that deportation is a necessary part of any internal control system. We are pleased to note that the proposed policy intends to distinguish between the deportation of immigrants and non-immigrants. However, we find that the grounds given for deportation in the White Paper are so vague and general as to widen rather than narrow the possibilities for deportation.

We therefore urge the Government of Canada to give serious consideration to the rewriting of paragraph 83, section (b), deleting the terms "voluntary or wilful indigency", "disloyalty" and "subversion", all of which are vague and subject to varied interpretations, and re-defining criminality to mean only major or habitual offences.

We further feel that there should be a clause providing that deportation may be

stayed in cases involving political refugees, where there is reason to believe that such deportation might mean a death sentence.

Immigration Appeal Board

We approve the creation of the Immigration Appeal Board with full authority to deal with appeals against orders of deportation, and to make final decisions in appeals from Canadian citizens arising from sponsorship applications. We suggest that in due course consideration be given to the establishment of regional Immigration Appeal Boards.

We concur also with the suggestion in the White Paper that the "ministerial discretion" should be closely defined, in order to limit the possibility of political pressures in the administration of the immigration policy.

Services to Immigrants

Overseas Immigration Services: The Ontario Welfare Council has been greatly concerned that the shortage of trained immigration officers and counselling staff in Canadian overseas immigration offices has handicapped severely the selection and the recruitment process of non-sponsored immigrants. We therefore support strongly the White Paper proposals to intensify the training of staff and the preparation of comprehensive literature in the language of the immigrant. We also welcome the present expansion and re-organization of the overseas immigration service and urge that these be carried forward with all speed and with adequate financing on the part of the Government of Canada. In our opinion these are matters of real urgency.

Social Services in Canada

The Ontario Welfare Council is primarily concerned with the welfare of the landed immigrant. It is our conviction that immigrants need special services for a considerable period in order to adjust to Canadian life and become part of Canadian society. We are pleased that the White Paper indicates that the Government of Canada intends to meet the needs of new immigrants through more intensive activities of the Immigration Branch with regard to initial reception and guidance of immigrants, and through the direct involvement of the Manpower Division on the provision of job counselling, placement of workers and other manpower services.

While we feel that these provisions must meet the basic economic needs of the immigrants, one of our main concerns is that the

new immigrant, whether sponsored or unsponsored, needs, in addition, immediate individual help in problems of social adjustment.

Our consultants, who are in daily direct contact with immigrants, stress the need for introducing the immigrant quickly to the general framework of Canadian business, elements of municipal law, real estate practice, purchase of food, the school system, free community services, civil rights and recreation facilities. We are disturbed that there seems to be a division of responsibilities regarding the *individual services*. We believe that these should be the direct responsibility of one department, probably the Department of Manpower and Immigration, since we understand that the Social Development Branch of the Department of the Secretary of State will work primarily with *immigrant groups* and their adjustment to the total Canadian society. This means that the Department of the Secretary of State will be concerned with the development of attitudes in both the immigrant and host societies, and the development of programs which will facilitate the social, cultural and political integration of immigrants.

In order to help the immigrant to integrate into the Canadian community we need a network of special services provided by various organizations. The situation calls for a continuous co-operation from the beginning between the Department of Manpower and Immigration, the Social Development Branch of the Department, of the Secretary of State, the relevant departments in provincial governments and voluntary bodies, such as the churches and agencies active in the field, to provide the immigrant with the varied services of all these bodies.

Our concern is for the successful integration of the immigrant, his spouse and children. This process takes place over a considerable period and much of it will be carried out under provincial and municipal auspices. In Ontario successful programs for immigrants have been developed under such auspices as the Department of Education and the Citizenship Branch of the Department of the Provincial Secretary in Ontario, which operate effective educational and counselling services.

Our consultants see speedy learning of the host language as the key to all aspects of integration and recommend possible pre-embarkation language courses, expansion of

special language classes and counselling encouragement.

We recommend, therefore, that in order to carry out these programs effectively, the Government of Canada provide the Department of Manpower and Immigration and the Department of the Secretary of State with adequate funds so that they may enter into partnership arrangements with the Provincial Government and with voluntary agencies to carry out those areas of work where there is a joint responsibility or where exploratory and experimental work is indicated. This arrangement would permit the Departments concerned to enter into contract or grant arrangements with other agencies in those situations where it would appear that the program or project could be carried out effectively by these agencies. Voluntary organizations have for many years made a substantial contribution to the adjustment of immigrants. Their work could be expanded considerably if financial support were made available.

National and Regional Advisory Councils

We also commend the Government of Canada on the plans for the development of consultative machinery for the co-operation of public and private agencies. We hope that national and regional advisory councils will provide the necessary channel for the involvement of voluntary organizations, and will put at the service of the government their vast experience in this field. We would hope that such councils would meet regularly under the sponsorship of the Department of Manpower and Immigration and would be closely involved with the whole immigration operation.

Research

The Ontario Welfare Council urges the Government of Canada to investigate a wide range of research in the economic and social effects of immigration on the country and on the immigrant, and in Canada's absorptive capacity of immigrants. We welcome the provision made for research in the new structure of the Department of Manpower and Immigration, but we urge that research be also carried out concurrently with other Government Departments concerned with the social, cultural and political integration of immigrants.

Recommendations

We recommend:

Admission

1. Clarification and specific development of the policy for admitting immigrants on humanitarian grounds.
2. Provision for sponsorship by responsible voluntary bodies or co-sponsorship of an agency and an individual.

Deportation

1. Rewriting of paragraph 83 (b), deleting vague terms and redefining criminality.
2. Provision for staying deportation in some cases involving political refugees.

Services to Immigrants

1. Responsibility for individual services to rest with one department—probably Manpower and Immigration—services to be available immediately on landing.
2. Provision of funds for partnership arrangements with Provincial governments and voluntary agencies contributing to the adjustment of immigrants.

Research

Continuing research into the social as well as the economic effects of immigration on the country and on the immigrant.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS

First Session—Twenty-Seventh Parliament

1966-67

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON

IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 8

FRIDAY, FEBRUARY 17, 1967

Toronto, Ontario

WITNESSES:

From the International Institute of Metropolitan Toronto: Mrs. S. G. Isserstedt and Mr. Milton R. Philip.

From the Canadian Business and Professional Men's Association: Mr. Clement Nusca.

ROGER DUHAMEL, F.R.S.C.
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OTTAWA, 1967

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

Baird,	Fournier (<i>Madawaska-</i>	Macnaughton,
Cameron,	<i>Restigouche</i>),	Nichol,
Croll,	Hastings,	Pearson,
Desruisseaux,	Hnatyshyn,	Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken,	Mr. Dinsdale,	Mr. Pelletier,
Mr. Badanai,	Mr. Enns,	Mr. Prud'homme,
Mr. Baldwin,	Mr. Haidasz,	Mr. Régimbal,
Mr. Bell (<i>Carleton</i>),	Mr. Laprise,	Mr. Roxburgh,
Mr. Blouin,	Mr. Macaluso,	Mr. Skoreyko,
Mr. Brewin,	Mr. Munro,	Mr. Ryan,
Mr. Crossman,	Mr. Nasserden,	Mr. Watson (<i>Château-</i>
Mr. Deachman,	Mr. Orlikow,	<i>guay-Huntingdon-</i>
		<i>Laprairie</i>)—24.

(Quorum 12)

Maxime Guitard,
Clerk of the Special Joint Committee.

MINUTES OF PROCEEDINGS

Friday, February 17, 1967.
(15)

At 1:00 o'clock p.m., the Committee adjourned until 2:00 o'clock this afternoon.

The Special Joint Committee of the Senate and of the House of Commons on Immigration met at 10:15 o'clock a.m. this day at the City Hall of the City of Toronto, Ontario. The Chairman of the House of Commons' section, Mr. Klein, presided.

Members present:

Representing the Senate: Honourable Senators: Desruisseaux, Fournier (*Madawaska-Restigouche*), Langlois, Pearson (4)

Representing the House of Commons: Messrs. Aiken, Blouin, Brewin, Dinsdale, Enns, Haidasz, Klein, Laprise, Munro, Nasserden, Régimbal, Roxburgh, Ryan (13)

In attendance: From the International Institute of Metropolitan Toronto: Mrs. S. G. Isserstedt and Mr. Milton R. Philip, *From the Canadian Business and Professional Men's Association of Toronto:* Mr. Clement Nusca.

The Chairman opened the meeting and invited Mrs. Isserstedt to read her brief before being questioned thereon, assisted by Mr. Philip.

The examination of the witnesses being completed, on behalf of the Committee, the Chairman thanked Mrs. Isserstedt and Mr. Philip who retired.

The Committee agreed unanimously to have the brief presented by the International Institute of Metropolitan Toronto printed as an appendix to this day's Minutes of Proceedings and Evidence. (*See appendix F.*).

Honourable Senator Langlois, Chairman of the Senate's section replaced, in the Chair, Mr. Klein, Chairman of the House of Commons' section.

Mr. Clement Nusca, was called. He made an oral presentation and was questioned.

The Committee having completed its examination of the witness, Mr. Nusca was thanked and he retired.

AFTERNOON SITTING (16)

The Special Joint Committee of the Senate and of the House of Commons on Immigration reconvened at 2:00 o'clock this afternoon. The Chairman of the Senate's section, Honourable Senator Langlois, presided.

Members present:

Representing the Senate: Honourable Senators: Fournier (*Madawaska-Restigouche*), Langlois, Pearson (3).

Representing the House of Commons: Messrs. Aiken, Blouin, Brewin, Dinsdale, Haidasz, Klein, Laprise, Munro, Prud'homme, Régimbal, Roxburgh, Ryan (12).

In attendance: From the Canadian Polish Congress: Dr. Z. Przygoda, and Messrs. Zygmunt Jarmicki, Georg Grodecki, T. Glista.

The Chairman opened the meeting and invited Mr. Jarmicki to present a summary of his brief. He was assisted by members of his delegation.

The examination of witnesses being completed, the Chairman, on behalf of the Committee, thanked the delegates of the Canadian Polish Congress and they retired.

The Committee agreed unanimously to have printed as appendices to this day's Minutes of Proceedings and Evidence the briefs of the following:

(1) Mr. Clement Nusca, (being a letter to Hon. Jean Marchand). (*See appendix G.*).

(2) Canadian Polish Congress. (*See appendix H.*).

At 3:15 o'clock p.m., the Committee adjourned to the call of the Chair.

Maxime Guitard,
Clerk of the Committee.



EVIDENCE

(Recorded by Electronic Apparatus)

Toronto, Ontario

Friday, February 17, 1967.

• (10.15 a.m.)

The Joint Chairman Mr. Klein: Gentlemen, we are very happy to have with us this morning Mrs. Gordon Isserstedt, the President of the International Institute of Metropolitan Toronto, and Mr. Milton R. Philip, Executive Director. Mrs. Isserstedt, would you be good enough to give us a summary of the brief.

Mrs. S. G. Isserstedt (President, International Institute of Metropolitan Toronto): On behalf of the International Institute of Metropolitan Toronto I would like to thank you for allowing us to present some of our views on the future immigration policy of Canada. I will say a little about the organization and what we do. We are a non-sectarian, non-political voluntary agency and we are supported by the United Appeal. The institute was founded by native born Canadians who recognized the value of immigrants to Canada and the problems that they encounter. Our main goal is to assist the immigrant in his integration into Canadian society. We have been actively involved in this field since 1952. In 1956 we gave service to over 51,000 persons through our information and counselling service, our educational programs in close association with the citizenship branch of the provincial government and in our specialized group activities. We therefore feel well qualified to speak.

In summarizing the brief, we endorse the major proposals of the White Paper, however, we feel the following points would benefit from further thought and clarification.

(1) Sponsorship: We feel that the proposed sponsorship restrictions are realistic but we recommend that adequate educational and training programs be established designed to meet the special needs of the unskilled immigrants and that those unskilled immigrants entering the labour force be encouraged or required to undertake a period of training. We also suggest that there be a clearer definition of the rights and liabilities of the sponsor, that this information be publicized and that ways be found to establish effective

methods of check and follow-up to encourage him to meet these obligations fully.

(2) Certification: We recommend that a study be instituted of the comparative standards of trade schools and professional training in Canada and in the principal migrating countries.

(3) Deportation: We feel that certain basic principles and simple rules should be established which could be understood and adhered to. We suggest the following: the immigrant, having been investigated and accepted, should be considered the responsibility of Canada and should only be subject to deportation on the following grounds: involvement in international crime; a criminal offence related to an established history of serious criminality in the country of origin; supplying false or misleading information upon entry; and a serious threat to national security.

(4) Citizenship: We recommend uniform standards across Canada in citizenship requirements and ceremonies. More positive steps to encourage the acquisition of citizenship and more value and privilege attached to Canadian citizenship.

(5) Services: It is our experience that immigrants, both adults and children, need a network of services over an extended period of time to assist in their economic and social adjustment. These services should be available to all immigrants, whether sponsored or open placement, and can be provided by various levels of government, voluntary agencies or combinations thereof. We urge that exploration be undertaken into a variety of working arrangements between these government and non-government agencies to provide really satisfactory services to immigrants.

(6) The Department of Immigration: There is an urgent need to improve both the atmosphere and public image of the government offices serving the immigrants. There is also a need to simplify procedures relating to admission or sponsorship.

The Joint Chairman Mr. Klein: Did Mr. Philip want to add anything to that?

Mr. Milton R. Philip (Executive Director, International Institute of Metropolitan Toronto): No, sir, not at this time.

The Joint Chairman Mr. Klein: Mr. Enns?

Mr. Enns: I was interested, Mr. Chairman, initially in the introduction where you say that something like 12,000 persons were given straightforward counselling services. Are you then a direct service agency or did I misunderstand your report?

Mrs. Isserstedt: We offer direct services.

Mr. Enns: You offer direct services as an institution?

Mrs. Isserstedt: Yes, we have five counsellors, speaking different languages, who will give advice.

Mr. Enns: So this is firsthand experience?

Mrs. Isserstedt: Yes, it certainly is.

Mr. Enns: There are other points that I am sure my colleagues will bring up, but I want to tie my next question to the statement you make on page 5 about citizenship, where you speak of the need for uniform standards across Canada when citizenship ceremonies take place. You also include in this, citizenship requirements. Now I thought that the requirements were uniform, although I know that the ceremonies are not. Have you had the experience of running into different requirements in different courts?

Mrs. Isserstedt: Yes. In Toronto, for instance, where there are a great many immigrants, they might be a little more lax, for instance, with a person who does not speak the language. They might look at it and say: Oh well, he can struggle through. In another community the judge might refuse citizenship because an immigrant did not speak the language. They are not really uniform across the country; it depends a lot on the individual judge.

Mr. Enns: Do you find that there are many courts where there is a complete absence of any ceremony?

Mrs. Isserstedt: I am not sure about that. I have not had personal experience with too much outside Toronto. Do you have anything to add, Mr. Philip?

Mr. Philip: I think the president is referring to the administration. While we have to make allowances for human differences, there seems to be no definite criteria as to how

things are administered, let us say, in Toronto, compared with Peterborough, London or some other part of Toronto, and I think this causes some confusion in the immigrant's mind.

Mr. Brewin: Do you have anything to say about the fact that at the present time the minister can refuse citizenship without giving any reason at all, even though the judge has approved of the application? Have you any comment to make in respect of your recommendation on uniform standards?

Mr. Philip: It seems to me that the minister has the final say on citizenship, and there is nothing wrong with this. This power should be his. The matter of what the judges do, in so far as administration is concerned in different areas, does affect citizens. They raise a lot of questions with us in respect of this.

Mr. Brewin: In your view, is it right that this discretion to refuse citizenship should be left with the minister and that he should be able to deny citizenship to the applicant without explanation?

Mrs. Isserstedt: I do not feel that that is right. I think there probably are situations where the citizenship might be denied. However, certainly the applicant should be told the reason, so that he can defend himself.

Mr. Enns: Mr. Chairman, there is just one observation I wanted to make to the group. It is probably not really a question but, as long as citizenship is being granted in individual courts in different communities by different judges we are going to have differences. Similarly, Canadian citizens charged with traffic or minor offences are going to receive different sentences because of the number of magistrates administering the law, and this I quarrel with too. I cannot see any other way unless we make it a very rigid standard and a very conforming ceremony, and perhaps have an itinerant court, although I do not think it is really too applicable. I am wondering if you have any real grave differences that you have found which makes it an inequitable practice?

Mrs. Isserstedt: Well, it is inequitable if one person, who can speak no English, can get his citizenship and the next person, who speaks more, cannot because of where he is being processed.

The Joint Chairman Mr. Klein: May I interrupt for a moment? I do not want to curtail the discussion but I must point out that I do

not think the question of citizenship is covered by the White Paper. We may be going into an area that we should not.

Mr. Brewin: Indirectly, because some people's rights to sponsor immigrants is based on citizenship.

Mr. Roxburgh: May I say that I understand exactly what you are talking about when you speak of the language problem. Has it been your experience that in respect of a married couple, as long as the man can speak passable English they do not require the lady to speak English. I know in a great many cases the women never get out around to the same extent, and they find, unless they make a special effort, it is harder for them to learn. The feeling has been that if the man can speak English they are not worrying about the woman. Have you had any experience in that connection?

Mrs. Isserstedt: I would say that would be inaccurate, to a certain extent.

Mr. Régimbal: I am particularly interested in this brief, Mr. Chairman, because during yesterday's questions I was always trying to boil the points down to facts. I am pleasantly surprised to hear that the findings here are based on actual experiences which might be a help in so far as what I am looking for is concerned. On page 3 you state:

—we strongly recommend that the Government establish adequate educational and training programs designed to meet the special needs of the unskilled immigrant.

• (10.25 a.m.)

In the light of your experience, have you any specific example of what you would like, because of the kind of problems you run into.

Mrs. Isserstedt: Well, for one thing, many of the unskilled and under-educated immigrants are not educated up to the level where they can enter apprenticeship. If they have six years education, they have to have 11 years to upgrade them to enter apprenticeships and, therefore, they are closed out of a trade. Some of these people are drop-outs from program V. We feel there should be something to look after these people that are kind of being dropped in between.

Mr. Régimbal: So, that the general increase of Grade X to Grade XI, as recommended in the White Paper, would be a help rather than a hindrance?

Mrs. Isserstedt: Yes.

Mr. Régimbal: On page 4 the brief states:

—a sizeable number of skilled immigrants are underemployed for considerable periods of time.

I would like to have a few of the reasons for this. For instance, in respect of language, to what point is the language a difficulty? Do you have any specific examples that might be of help to us?

Mrs. Isserstedt: The language barrier is certainly a difficulty but this is possible to overcome.

Mr. Régimbal: How is it possible to overcome?

Mrs. Isserstedt: Through the language planning programs. We have one program at the institute going every day of the week, and it works very well. It is a program whereby a person, on shift work can come in and drop out of the classes. He can come back into the class at any time, drop out, and pick up where he left off. The whole class does not move ahead at once; they move ahead according to their own ability. This kind of program is excellent. But aside from the English, often a man will have papers from another country. The prospective employer has no idea what these mean. They may be very good and they may not be. Therefore, he is wary of them. Whereas, the man might be perfectly qualified but if somebody else who has Canadian papers is there then he gets the job. So if there were some guide that such and such training in Italy is of a certain standard compared with Canada. I think it would give a guide to the employers, to the union and to anybody who was about to employ them.

Mr. Régimbal: Were you able to find if any specific group has any specific difficulty which might be indicative of the kind of training that should be set up? Does the Italian group for instance represent a bigger problem or does a Baltic group have a particular kind of difficulty?

Mrs. Isserstedt: I would say that the rural immigrants represent the problem in an urban community. An Italian immigrant from Milan which is a highly industrialized city probably would not have any greater problem than an immigrant from Frankfurt. But an Italian or Greek from a rural community certainly would have special difficulties just to equip himself to deal with our rather complicated society.

Mr. Régimbal: Do you think that certain ethnic groups would have more facility if French instruction was easily accessible to them? If so, has any effort been made to expose them to let us say, French because of their cultural background and experiences in their own countries. Perhaps certain ones could pick up French very easily, and very quickly; then they could go on from there and learn English and go into various jobs. The whole process, over a period of six or seven months, might produce better results if time were taken right at the beginning to help some with French rather than English.

Mrs. Isserstedt: I think it is very unfortunate that in Toronto there is virtually no French, except for a very small group. Their problem is so immediate that I think in Toronto they would have to have basic knowledge of English before they really can do anything.

Mr. Régimbal: You agree though that because of their original cultural background, that French facilities might help make them integrate a lot faster?

Mrs. Isserstedt: I hate to say this; but no.

Mr. Régimbal: Why, because you do not have the facilities?

Mrs. Isserstedt: I think it is hard enough to learn one language without trying to learn two.

Mr. Régimbal: Have you investigated to ascertain if they have that language? I am thinking of the Italian community, for instance. How is it that they can come into Montreal and in next to no time they are speaking French? It is because they have a certain facility or a certain background for it, much more than the English. If it is something concrete, would you agree that it is worthwhile looking into it?

Mrs. Isserstedt: I cannot see how this would apply to Toronto.

The Joint Chairman Mr. Klein: No, it might not apply to Toronto but—

Mrs. Isserstedt: In other places, yes.

The Joint Chairman Mr. Klein: —I think what Mr. Régimbal is trying to say is that perhaps it might be better if Canada would try and make it possible for, let us say, the Italian immigrants to congregate in Montreal in preference to Toronto—

Mrs. Isserstedt: Yes, definitely.

The Joint Chairman Mr. Klein: —because their cultural background is more attuned to the cultural background of the French Canadian.

Mrs. Isserstedt: Yes, definitely.

The Joint Chairman Mr. Klein: And also, that we ought to do something about creating an atmosphere or condition that would attract that immigrant to my native province?

Mrs. Isserstedt: Yes, I quite agree. I have run into quite a few French immigrants who have come to Toronto, which seems strange. I do not know why. But, I would quite agree that we should encourage Italians, and certainly French, to go to Montreal.

Mr. Régimbal: I am not necessarily flag waving. I am looking at the Polish background, the Hungarian background, and I am really not prepared to agree that it would not be easier for the Hungarian and Polish immigrants to be exposed to French in order to facilitate their integration.

Mrs. Isserstedt: But in a French-speaking community, not in a—

Mr. Régimbal: Well, I would be curious to look again. I think you are curious enough that you will.

Mrs. Isserstedt: Yes, I will.

Mr. Régimbal: As far as programming is concerned, I suspect there is much more there than meets the eye. On page 6 of the brief, you state:

A much wider range of adult education and citizenship training for immigrants made available to cover a variety of needs.

I would like to have a couple of examples of what you mean by that.

Mr. Philip: Well, the immigrant himself provides a variety of services and sometimes, because of his lack of knowledge and unawareness of resources, we have to make provision for these needs, as the people come to us. This is the reason we think that the immigrant somehow should be made aware of the variety of resources within the community. Further, in order to be able to get through the different systems or know where to start—take, Workmen's Compensation, for example—he has to know how to go about it. He has to know where to acquire information. This is what poses the difficulty to the immigrant. As a result, we find ourselves doing

very simple things. People come in and ask us about simple things, like where do they get a new piano, or whether they should assert their rights, even though it is a clearly established right. We find ourselves having to provide these services and having to allow ourselves time for that.

The Joint Chairman Mr. Klein: May I ask you a supplementary question here? Do you, in your experience, feel that the ethnic groups themselves, perhaps, have not fully shouldered their own responsibilities with regard to their own ethnic groups? Let me just expound a little bit on that. There are groups, for example, that maintain their own little educational centres, their own little hostel, their own night school, in order to educate those who come from their native land. Do you think this kind of practice ought to be adopted by all ethnic groups with respect to their own ethnic members?

Mr. Philip: As director of the institute, I have spoken to almost every major ethnic group. We have found, in our experience, that within the ethnic groups themselves, even the highly efficient ones like the Italian community, there is a strong push for, let us say, more integration, a feeling of harmony—not harmony as Italians but harmony as Canadians, and this sort of thing. There is this strong feeling. We are now discussing with the various communities a matter of setting up some kind of co-operative action council with all these different communities. We find, discussing matters with different groups that (1) they all have a similarity of problems; and (2) these problems must be approached in just one way in order to make some kind of progress—that is, approached in different ways for reasons of motivation. They are not all motivated the same way. This is what we find. The ethnic groups themselves are not entirely satisfied because by becoming ingrown they lose out on what is totally Canadian. Many of them are now discussing these matters with the institute. We have good examples of that, as a matter of fact. One example right now is the case of the Greek community, where there were 150 children, in the winter, in somebody's basement, a place where they paid high rent and carried out ethnic school for two hours a day. This basement had no heat and they had to go to classes with their coats on. I have spoken with my Greek worker, the president of the Greek community and the Greek consul, and they now have free space at the St. Alban's Boys Club at 35 cents per year.

They will be able to carry on their classes and have volunteer teachers who will be supervised by the international institute. The communities themselves are very much aware that they themselves are not sufficient unto themselves.

The Joint Chairman Mr. Klein: I am not suggesting in the question anything about the segregation of the ethnic groups, but I am suggesting that at the outset of the arrival of the immigrant, he would be, perhaps, a little more comfortable if he were given the opportunity of having someone from his ethnic group teach him English from the native language he has.

Mrs. Isserstedt: No.

Mr. Philip: Not necessarily, no.

The Joint Chairman Mr. Klein: That may be a matter of opinion but I think, at the outset at least, the ethnic groups could be doing a lot more for their own ethnic members than they are doing at present. I am speaking of the new arrival immigrant into Canada. Subsequently he becomes commercially integrated, if you like, and although I am not holding any brief for this, we have, I think, misconceptions about melting pots and so forth. I do not think there is such a thing as a melting pot, not even in the United States, not even in New York City. In New York City you have Italian districts to this day. You have Puerto Rican districts; you have Polish districts; you have Jewish districts. Only up until a few years ago could a Catholic become the president of the United States. If there was a melting pot, this would not have been possible. I do think that the ethnic groups themselves ought to be doing something to help their own ethnic members more than they are at the present time.

Mr. Régimbal: I think you already covered the last paragraph on page 6, where you state:

Secondly, we would like to emphasize the urgent need to involve the community...

If they are part of the community, as they are, which reflects the Canadian fibre, it is absolutely logical that they help themselves.

• (10.40 a.m.)

Mr. Dinsdale: May I ask a supplementary to Mrs. Isserstedt. Has it not been the practice in the past for adult education to be carried out by voluntary groups. Has not the government encouraged this sort of program?

Mrs. Isserstedt: I think it works both ways, through voluntary groups and through provincial and municipal government programs. I think volunteers can be very useful but I think they should be trained volunteers. We have small tutorial groups and we are in the process of training the volunteers. The provincial government is providing teachers to train them.

Mr. Dinsdale: You are urging more direct government participation then.

Mrs. Isserstedt: I do not mean the government taking over something. Our working relationship with the provincial government is good; they do not run our organizations but they give us every assistance. They give us funds. For instance, they hold their classes in our building. We have a counselling service and also a recreational service and they have their classes there. Therefore, the immigrant who comes into our building has all the services in one place, even though run by two different groups, and this works very well. I think the federal government could do the same thing. Possibly their offices in the communities take a more active part in helping with programs and helping other groups to run programs, but they do not take them over.

Mr. Dinsdale: Has there been an over-all voluntary co-ordinating agency in these matters? What about the Canadian Citizenship Council, has it not been acting as a co-ordinating agency?

Mrs. Isserstedt: Not really. There have been groups formed to discuss the problem but I think the drawback has been that these groups have been talking groups rather than working groups, for the most part.

Mr. Dinsdale: Is there a branch of the Canadian Citizenship Council in Toronto.

Mrs. Isserstedt: My brother was the treasurer. I should know more about this than I do.

Mr. Dinsdale: They have not been acting as a co-ordinating agency. I am speaking as a westerner, where this agency does operate fairly successfully, where our problems are not as intensive as yours in a metropolitan community, and where we use school facilities and all the community agencies in this matter of assisting assimilation and integration.

Mrs. Isserstedt: I would imagine that they would be more active in the west. I think this

is one point we have tried to bring out. You cannot say that in every community, for instance, there should be an international institute or that in every community manpower could do that because in one community, say, the Citizenship Council is doing the job, in another community it is the International Institute and in another community it might be a government service. It depends on the area.

Mr. Dinsdale: You are urging more direct government participation in this direction rather than an expansion of voluntary agencies?

Mrs. Isserstedt: No, not rather than; government participation in that the government encourages and helps in the expansion of the voluntary groups and supports them.

Mr. Dinsdale: You would agree then that voluntary leadership would assist the process of integration by reason of face to face contact with the people in the community and so forth.

Mrs. Isserstedt: Much more so. The immigrant is very leery about going to government offices; also, the voluntary agencies are in the community—they are part of the community—and the immigrants get to know the community. A government office, it seems, is kind of aloof, foreboding, especially with respect to immigration.

Mr. Régimbal: May I ask a supplementary to my own supplementary.

Mr. Dinsdale: You go ahead; you can take over now.

Mr. Régimbal: My last question is on this precise point. This is the second time that the matter has come up and I think we should hear more about it, if you can elaborate a bit. We have noticed a marked reluctance on the part of the immigrant. Why? What are the reasons for this? What can we do about it? Is there sufficient staffing? Is it bad quarters? Is it a language barrier? Is it fear? Please tell us about it.

Mrs. Isserstedt: First, I think people from a lot of countries are wary of governments if they have come from a dictatorship, if they have come from an authoritarian country. Second, I know that the immigration department here is moving to other quarters, but I get scared. For instance—and this is a small thing—at the front door they have a commissioner. Well, a commissioner looks like a policeman to anybody. Now if they had a

pretty girl sitting there at the desk, it would be better. It is true!

Also, in the same office you have the police functions: deportation, choosing the people who come into the country and kicking them out, and in the same office you have the service people. You cannot help but relate the two, and I think they should be in separate quarters.

Mr. Régimbal: Have you ever tried to make any specific representations on that to the Department.

Mrs. Isserstedt: No, we have not. We are kind of hoping with the new set-up that things might improve.

Mr. Régimbal: Thank you.

Mr. Brewin: Mr. Régimbal's supplementary to his supplementary describes one subject matter. In respect of the urgent need to improve the atmosphere and public image for the immigrants, have you any comment to make regarding the training of people in the immigration service for meeting the public. I have noticed a gradual change from an atmosphere which used to be rather restrictive and forbidding to a much more friendly atmosphere amongst the officers themselves. Maybe it appears more friendly to me. I just wondered if the International Institute thought that anything should be done in that field to impress upon immigration officers that they should, in a sense, be welcoming newcomers to Canada rather than, as formerly was the case, keeping people out of Canada—or it seemed to be.

Mrs. Isserstedt: There has been an improvement—there is no doubt about it—with respect to the attitude of the people in the immigration department but it could go quite a lot further, I think. I think it is partly because of the confusion and the length of time you have to wait which results in the total atmosphere. We had quite an interesting time when we were just having a meeting on this brief and a man came in to try and buy our house. He heard what we were doing; he hit the ceiling and said that he had just written a letter to Mr. Marchand. He was a Canadian; he has been trying to bring his wife over from Germany. Apparently things were so complicated that the lawyer in Frankfurt could not make them out. He had waited two or three hours at the immigration department but they finally told him that they were sorry but they were going out to

lunch. He came back after lunch and sat there. Finally he went outside the building, went to a pay telephone and telephoned in to try and get facts from them. He seemed to be an intelligent Canadian, and he was just beside himself with what he had gone through.

Mr. Brewin: Might not that be because of inadequate staffing.

Mrs. Isserstedt: Yes.

Mr. Brewin: They need a number of people to handle the cases.

Mrs. Isserstedt: Yes.

Mr. Régimbal: It might be interesting to investigate it. Perhaps it is just lack of proper communication within the service.

Mrs. Isserstedt: Also, they would be involved with forms and things. The income tax department, for instance, has advisers on how to fill out their income tax. The immigration department might have somebody they could go to, to sort of get a rundown on how they go about this, which might help.

Mr. Brewin: I wonder if I might change the subject. I do not want to be technical, but under the heading of "Deportation" on page 4 you say:

—should not be liable for deportation unless he commits offences related to—1. International crime.

What is international crime? Do you mean by that something like organized, syndicated crime that goes beyond national boundaries?

Mrs. Isserstedt: Yes.

Mr. Brewin: On page 3, item No. 3, dealing with "Sponsorship" you state:

3. That ways be found to establish effective methods of check and follow up to encourage sponsors to meet their full obligations.

Perhaps this is a question we should ask the department. Does your organization find that once a person has sponsored someone and they have been admitted, that there is or is not any sort of check to see whether they carry out the obligations; or are there many cases in which people are allowed in under sponsorship and then the sponsor's obligations are not in fact, carried out? I would like you to elaborate and tell us how serious a problem you think you are dealing with under this paragraph 3.

Mr. Philip: There are two things with respect to sponsorship. First, somebody is allowed to sponsor him. Then, there is the matter of the relationship as between the person sponsored and the sponsor once a person arrives here. In many cases it is the case of sponsoring one's relatives. Once the sponsored immigrant arrives here, he begins to know the country, he begins to find that maybe he can make more money some place else, and there might be rifts between himself and the sponsor. Some sponsors feel that the immigrant is here and, therefore, that is the end of the sponsor's obligation. We have cases coming repeatedly, at least about three cases a week, with respect to this situation. The sponsor is reported because the person is on welfare, or the immigrant will come in and complain that he needs some help and the sponsor is not helping him as he should. Also, questions on accommodation, housing and all these things come up.

Mr. Brewin: Do you then get in touch with the immigration department and do they do anything about it? You speak about effective methods.

Mr. Philip: We do not want to place the person coming to us for help under any kind of embarrassment. Sometimes our staff have to lead the person over to the immigration department. I had a woman in my office for two hours. She had nine children and her husband was out of work. He had gone back to the old country to see whether he could sell his house. It was around Christmas time and this woman was hoping she could apply for welfare. Under the arrangements she had made, she owed the immigration department money. She had the right to go to the immigration department and get a letter, but she just could not move. She could not leave the office and go over to the immigration department and tell them, in view of the fact she had a balance outstanding. These are the sort of situations that crop up. Wives or people, who come in sponsored, are left alone. They are afraid to use their rights. This is why a lot of things break down. It is all right to write them in Italy and tell them they can come. But once they arrive, the circumstances of the sponsors could affect the carrying out of their obligations. Once the sponsored person arrives the sponsor might not be able to carry out certain obligations.

• (10.50 a.m.)

Mrs. Isserstedt: We are not thinking so much of punitive measures against the sponsor or against the sponsored person. There is

always this threat of deportation if they go on welfare and persons, through no fault of their own, may find themselves in this difficulty. The sponsor lets them down, perhaps he is forced to, because there is something in his situation, and they are terrified to go and apply for welfare, to make themselves known because of the fear of being deported or getting into trouble. So when we say "check" we mean some kind of test so that we may be able to catch these cases where a person is in trouble and afraid to ask for help.

Mr. Aiken: Are there a large number of those cases?

Mrs. Isserstedt: A lot of our clients are sponsored.

Mr. Prud'homme: Have you ever heard of someone being deported.

Mrs. Isserstedt: No. We know this, but they do. I think it is terrifying, because they can be deported.

Senator Pearson: Do you think that there is a possibility that the sponsors deliberately allow these people to get into such a position of dependency so that they can obtain government welfare, which is so easy to get nowadays. This is going to help out the sponsors themselves. Is it sometimes not the case that the sponsors, to make it easier for themselves, push these people over to government welfare?

The Joint Chairman Mr. Klein: Was there an answer to Senator Pearson's question, whether there might be an attempt by the sponsor to encourage the immigrant to apply for welfare funds.

Mrs. Isserstedt: I would not be at all surprised.

The Joint Chairman Mr. Klein: You would not consider that a practice. It would be the odd individual case rather than a practice.

Mrs. Isserstedt: Because of the amount one gets from welfare, I cannot imagine anybody preferring that.

(Translation)

Mr. Laprise: In connection with the sponsorship, you say that most immigrants with sponsors are not skilled. Are you aware of the proportion of these people who are not skilled?

(English)

Mr. Philip: Judging by the White Paper, at least 40 per cent of these people are not

skilled. I think one of the sections quotes a certain number and another section quotes another number. On page 10 it states that too many immigrants entered Canada, and that 900,000 immigrants were sponsored. Then, there is the matter of refugees. I am not denying the humanitarian aspects of this, but when you add both numbers together, more than 300,000 refugees have been admitted to Canada since 1946. This is stated under section 35 on page 16. It is the combination of these two groups. When we spoke about the unskilled, it was not necessarily only the sponsored immigrants; it also included certain refugees. We find that the majority of people who come to us are unskilled. They have less than a grade VI education. As a matter of fact, two days ago, there was a man in one of the counselling offices who had probably about a grade III education; he was about 46 years old. He did not know what to do with himself because he could not fit into any of the programs and he could not even go to our English classes. This is the sort of situation you find, and these things happen every week.

Mrs. Isserstedt: It sounds a little as if we are saying we do not want the unskilled. I do not think that is what we mean. It is just that it is going to cost a lot of money and it would take a lot of work to get the unskilled up to the proper level. I think you have to have a happy medium. I do not think the country could afford to spend that much money, if everybody were unskilled.

The Joint Chairman Mr. Klein: Maybe if we went on in that direction we would not get any Marconis and we would not get any Enrico Fermis, which are the children of the unskilled immigrants.

Mrs. Isserstedt: Yes, I quite agree but in this day and age education is necessary and we should make every effort to bring the level of the unskilled and uneducated up to reasonable standards.

The Joint Chairman Mr. Klein: But in a young country such as Canada, with so few people, are we not more interested in the children of the immigrant rather than the immigrant himself?

Mrs. Isserstedt: They will suffer the same way because—

The joint Chairman Mr. Klein: The children of the immigrant?

Mrs. Isserstedt: Yes.

The Joint Chairman Mr. Klein: But they are leading in the school examination. The ethnic groups lead the way in all provincial examinations.

(Translation)

Mr. Laprise: I would like to ask another question. Do you know what industry these unskilled immigrants want to go into, what industry they want to work in?

(English)

Mrs. Isserstedt: Very often, it is wherever they can find a job. In Toronto, and I guess this would apply to any urban community, a great many of them work as dishwashers, they work on construction, which means they are laid off a good part of the year; some have jobs in factories. A problem exists in a period such as now, when there is virtually full employment. Yes, these people can get jobs, but as soon as there slight recession, they are the first people out of work and they are not capable of transferring. If all you have done is dishwashing it is pretty difficult to find anything else to do.

Mr. Roxburgh: What about the hospitals? What would we do without them?

Mrs. Isserstedt: Yes, but when we talk about unskilled, some in southern Europe have only four years of education, and they are virtually illiterate. Even in a hospital, you have to be able to read.

Mr. Roxburgh: What about our cleaners in hospitals. I just spent a few weeks there and I was thinking that if they were all sent back to Europe our hospitals would have to close.

Mrs. Isserstedt: We do not advocate this at all, but there are only a certain number of these jobs, so there is only a certain number that you can use.

Mr. Brewin: On page 1 you stated that you have two reports which have been prepared: "Newcomers in Transition" and "Newcomers and New Learning". You say that copies of these reports have been made available to the Committee. I think you should discuss this with our Clerk because apparently some members of the Committee, for some reason or other, do not seem to have received these reports. Am I correct in assuming that one of the main authors or the author was Miss Edith Ferguson, who I believe is in the room at the present time.

Mrs. Isserstedt: Yes.

Mr. Brewin: I would like to take the opportunity, Mr. Chairman, to suggest that because Miss Ferguson has spent so much time studying these matters, we might hear her on some other occasion.

The Joint Chairman Mr. Klein: Is Miss Ferguson a part of the delegation that is before us now?

Mr. Brewin: That is up to them. I do not know if she is. She has prepared these particular reports and she has made a special study of this matter.

The Joint Chairman Mr. Klein: This matter would be in the hands of the Committee. We have with us the International Institute of Metropolitan Toronto. We were scheduled to deal with the second matter on the agenda, commencing at 10.45. We are now 20 minutes late. The next person would be Mr. Clement Nusca, and then the Canadian Polish Congress. We had anticipated that we would have dealt with these matters up until one o'clock and then recessed for the balance of the day, but if the Committee wants to carry on and sit this afternoon, I would be perfectly satisfied.

Mr. Prud'homme: We did not receive copies of the reports. How can we intelligently question them when we have not read them.

Mr. Brewin: I know Miss Ferguson is here. Because studies have been made on this very subject in co-operation with various departments, perhaps we could hear from her in the form of a further brief. In any event, we ought to make sure that we, as members of this Committee, take a look at these two reports which are mentioned in this brief.

The Joint Chairman Mr. Klein: May I make a suggestion. Would Miss Ferguson be prepared to come to Ottawa, where we could hear her properly?

Mr. Brewin: I think we should see if we could do this.

Mr. Aiken: Mr. Chairman, I have had a supplementary for some time.

The Joint Chairman Mr. Klein: But Mr. Dinsdale had one a long time before you.

Mr. Dinsdale: Mr. Chairman, mine is a very brief supplementary. It is supplementary to the point raised by Mr. Laprise. Could the witnesses tell us why there is such a strong tendency for immigrants to gravitate to metropolitan areas? Why do they shun the rural

communities? Why do they shun the northern frontiers?

Mrs. Isserstedt: One reason is probably because there is more money. I know when I was doing voluntary counselling, I found that there were more jobs available in Toronto of different kinds. I found various people who would be quite willing to go up north, but there was no way of us in Toronto, for instance, finding out what jobs were available. The only reply that we received from these companies when we asked, was that they could not do anything from up there, that the man would have to go to them. This might cost him a fair amount of money, and then he is not sure. If it is a one-company town or something like that, there might be no jobs and then he is sunk. If he is in Toronto and the job he expected is not available, then at least he has a chance at another.

• (11.00 a.m.)

Another reason is that in Toronto they often have friends and relatives; as someone suggested, there is more life here.

An hon. Member: And good food.

Mrs. Isserstedt: And they have, for instance, their churches. The different ethnic groups are organized here. There are a lot of reasons why they might feel more secure in Toronto. However, if they were encouraged, I think there is a good number who would go elsewhere, if the services were provided and if they could be sure of finding employment.

Mr. Dinsdale: Well, in my own community it was indicated just yesterday that there were 4,000 vacancies for unskilled, underground workers.

Mrs. Isserstedt: Well, I have tried myself, in the past, to find this out. You read in the newspapers where everybody says, oh, yes, there are lots of jobs in such and such a place, but just try and get a firm commitment that if Joe Smith goes to that place, he will get a job. You do not know.

Mr. Dinsdale: In other words, there seems to be a lack of co-ordination, communication and co-operation.

Mrs. Isserstedt: That is right.

Mr. Nasserden: Well, in a lot of cases the problem actually is the lack of money required in order to make the trip to investigate the possibilities of a job.

Mrs. Isserstedt: Yes, sometimes they do not have the money, and other times, when they do have it, they do not want to spend it and

find themselves stuck in the Northwest Territories.

Mr. Aiken: I want to refer back to the question of sponsors. There was a suggestion that in some cases the sponsor abandons the immigrant in one way or another. Is there any indication that the converse might apply, where the sponsor becomes over-possessive or exploits the person whom he has sponsored? If so, in what way does this happen?

Mrs. Isserstedt: Yes. If a man, say, has a restaurant and he cannot find a dishwasher—perhaps he does not want to pay enough—he brings over a relative and puts him in the kitchen. He does not learn English and he is pretty well trapped. He is cheap labour and he is captive there because he does not have any training or any way to get out of the situation.

Mr. Aiken: They are rather trapped there because they do not have any way of moving on to a better job.

Mrs. Isserstedt: That is right.

Mr. Aiken: Do these people come to you? Do you have cases of this kind?

Mr. Philip: Yes, there are quite a number. There are many different communities, and you have to understand that within each community there are different kinds of structures. Let us say, in certain communities there is a great focus on food services, and there are some very good restaurant owners, things like that. They see the new Canadian or the immigrant as the kind of person they can get into the restaurant. They sponsor as many as possible, as soon as they open a restaurant, pay them low wages and really tie them so that they will not be able to get out. The difficulty here is that the immigrant spends a number of years in Canada; he does not know his rights; he works at this one place all the time, and then as a result some of these people break away and come to us. They say, I do not want to go there; I do not want to go near such and such a place, just because of that. We have a number of cases like this that we know of.

Mr. Aiken: Is there any way of preventing the situation that exists?

Mr. Philip: We require the citizens' participation. The idea is that as people come to us at the agency, we invite the citizens of Toronto to sort of take some interest in some of these people. We have interpretative pro-

grams; we have family advisory counsellors, and all these real Canadians or cultured Canadians—that is, born Canadians—have direct connection with the immigrant, with the new Canadians who come to us to be served. Outside of this, I am sorry, we have no knowledge.

Mr. Aiken: Thank you.

Mr. Ryan: I should like to ask a supplementary on the same question. I was wondering if the immigration department communicates with the International Institute in the same way they communicate with their immigration officers overseas, through bulletins describing certain positions that are available. And do you receive similar communications from the unemployment insurance commission or the Canadian employment office?

Mr. Philip: We do, sometimes.

Mr. Ryan: Are these useful to you, and do you fill positions from them?

Mr. Philip: These are useful to some extent, yes. However, since they come out only periodically, we tend to go by the three Toronto dailies. People come in and want work right away, and the periodic distribution by the department of manpower does not make it so easy.

Mr. Haidasz: Mr. Chairman, I should like to confine my questioning to the paragraph on page 4, dealing with certification: education, skill and qualifications. I would like, first of all, to commend the International Institute of Metropolitan Toronto for raising this problem in their brief, and asking that an immediate study:

—be instituted of the comparative standards of trade schools and professional training in Canada and in the principal migrating countries.

Since we have either read of or met with persons highly educated, such as doctors, lawyers, dentists and architects who are unable to enter their professions in Canada and who have been forced into working as floor sweepers in hospitals and dish washers in restaurants, has the institute, during its existence, been receiving more or less complaints along this line from these professional people who are unable or were unsuccessful in expediting their petitions for qualification in the professions in Canada?

Mrs. Isserstedt: Through the years we have run into a great number who have had diffi-

culty in this respect. Most of them who are qualified eventually do get into their professions. I was talking to the president of the Hungarian engineers the other day and he said, of all the Hungarians who came, they are all well employed now. But that was ten years ago. I think there is quite a waste at the beginning, and a lot of it is due to confusion and because, as I said before, the authorities are wary—they do not know whether the man is good. They were taken in quite thoroughly a few years ago, when some people forged certificates or misrepresented themselves. One man we sent out nearly blew up a factory because he was supposed to be something that he was not. It had something to do with temperature and it was almost a disaster.

Mr. Haidasz: Does your agency deal, for example, with particular cases of physicians from southeast Asia or other Asian countries, or Africa—that is, graduates of medical schools who, in certain provinces of Canada, and the province of Ontario, find it very difficult to get certified.

Mr. Philip: No, we have not dealt with very many medical people, but we have dealt with quite a few Ph.Ds from other countries who are washing dishes now.

Mrs. Isserstedt: People with a Ph.D.

An hon. Member: Why?

Mr. Philip: Well, because they could not find anything along their line. I had a man come to me who was a graduate of the University of Berlin, and had a whole string of degrees. He thought he would be able to get a job in a Canadian university as an instructor in economics. He sent an application but he was unable to get this kind of job. I had to tell him there was very little I could do. Further, I have had discussions with several people who run personnel agencies in this city, and they tell you the facts. They experience great difficulty in securing jobs for these people. As one man put it to me: Tool and die maker, yes, but other than that he cannot get them jobs. Even yesterday I had instances of that. This is something that comes up fairly regularly.

Mrs. Isserstedt: We did in the past find quite a few internships for people. We wrote all over the countryside to find hospitals who were willing to take them. That was quite difficult because in the large centres, the teaching hospitals take mostly their own graduates and, for instance, it is quite difficult

to get into the Toronto General. The Ottawa Civic Hospital is one that took quite a few of our people. It is a problem just to find these internships.

Mr. Haidasz: Does the International Institute deal directly with the registrars of the professional bodies in Ontario?

Mrs. Isserstedt: We have not in the past. I am thinking of the time I volunteered as a counsellor.

Mr. Philip: At present, no, but we do have plans for this, as well as a variety of things, including banks. As a matter of fact, I chatted yesterday with two very top banking people in Toronto with respect to this, and they themselves are concerned.

Senator Desruisseaux: Thank you, Mr. Chairman. I should like to ask a question in connection with page 6 of your brief. Paragraph 1 states:

Swift information and referral centers available to all immigrants.

• (11.10 a.m.)

At one point in the presentation there was a reference to the efficiency of the branches of the department in certain areas. I presume you were referring to the branch in Toronto. Would you go so far as to say there is a call for an efficient reassessment of the whole workings of the immigration branches?

Mrs. Isserstedt: I would not want you to misunderstand. There are a lot of extremely good people in the immigration office. I am not talking in any way about the individual people, once you get to see them.

Some hon. Members: Hear, hear.

Mrs. Isserstedt: What I was referring to was the atmosphere in the organization: the swift referral of information. We find that most people come to the point of entry and they do not know anything about what is available to them. We feel that when a person arrives, he should get some kind of booklet, or some information so that he can have, say, one place he can telephone or visit to set out his problem and ask for assistance. Otherwise they might get so involved with colossal problems before they find out the original problem was very simple.

Senator Desruisseaux: Is it your thought presently, that the department in these instances does not know what it should know?

Mrs. Isserstedt: The department knows what it should know, but the immigrant does not know how to get there.

Senator Desrousseaux: I am referring to the waiting.

Mrs. Isserstedt: Well, the unsponsored immigrant would go to the department of immigration. The sponsored immigrant has no reason to go there at all and, therefore, he does not get this information. As far as the waiting is concerned, I think in any office you would expect to wait. It is not that bad. It is the sponsored immigrant who can get into difficulties and not even realize that he can go to the department of immigration and receive advice. He just does not know this.

Senator Desrousseaux: Thank you.

Mrs. Isserstedt: He is afraid to go.

Mr. Nasserden: What is your beef about the department?

Senator Desrousseaux: Mr. Chairman,—

Mr. Nasserden: Oh, I am sorry, Senator. I thought you were through.

Senator Desrousseaux: Reference was made to the sponsor transferring the immigrant to welfare in particular situations, and it was mentioned that this was part of the game. What is the other part of the game?

Mr. Philip: The other part of the game is to pay him low wages, make sure he does not know what his rights are, and keep him there as long as possible.

Senator Desrousseaux: Pay him low wages. Do you mean below legal wages?

Mr. Philip: Yes.

Senator Desrousseaux: Below legal wages.

Mr. Philip: Yes, below legal wages—keep him there, working long hours, let him speak in his own language and make sure he does not come in contact with a variety of knowledgeable people.

Senator Desrousseaux: In those cases where that happens, does the immigrant turn to you for counsel on these things?

Mr. Philip: Yes, if he succeeds in breaking away, which is a good thing. I spoke to two leaders of ethnic groups just about two weeks ago. One man, a large restaurant owner, was all for this part of the game. The other younger person, who really had no axe to grind, was for freedom. He felt they should have their rights, that they should be assisted and made aware of certain things. These

things happen and, as I say, you pick this up through talking with a variety of people from different communities. You witness the different structures. For instance, in one kind of ethnic community there are certain political overtones as between members of the group. An ethnic group is headed by a certain kind of person or persons, and they decide what the group must know. They have quite a hold over the children. It is like transporting something from a particular village, putting it in Canada, and placing a head over it, if you can imagine it. The head has almost total jurisdiction. You do not approach anybody in the group until you go through him.

Mr. Munro: Mr. Chairman, reference was made to improvement in the public relations aspect. Have you had any complaints regarding the way immigration officers conduct their interviews? Have any misdemeanors been committed in respect of the new arrival?

Mrs. Isserstedt: I am sorry to say, yes, we have, although it is not general. There have been complaints about certain individuals, but that does happen in any office.

Mr. Munro: I think Mr. Dinsdale asked why the immigrants come to the metropolitan centres rather than go north, where they have been told they are wanted and so on. I suppose they come to the urban areas for the same reason that 80 per cent of the Canadians come to the urban areas, they want the comforts of life.

Mr. Roxburgh: Thank God that there is 20 per cent that do not, anyway.

Mr. Munro: Would that be a fair enough conclusion to make?

Mrs. Isserstedt: Yes. I find too that sometimes they go, particularly if it is in their contract, out to farms where, on occasion, they are exploited so thoroughly that they never want to see another farm, whereas if they had found themselves in proper surroundings, they might have stayed there.

Mr. Munro: In other words, you suspect that the desire of many people who pull these immigrants from outside the urban areas is for the purpose of exploitation—to get cheap labour.

Mrs. Isserstedt: I think quite often this would be the case.

Mr. Munro: Then, we as a Committee, should go to great lengths to guarantee these

immigrants, whether they go north or elsewhere, not only employment, but proper living conditions and comparative wages.

Mrs. Isserstedt: Yes, this would mean a great deal. I think the recent trend by some of the larger companies to recruit immigrants is rather good. The immigrant is guaranteed a certain amount of security. The company has interviewed him, they know they want him, and the immigrant knows what to expect.

Mr. Munro: So you think there should be sort of one central agency which can assist these immigrants with pretty well all their problems so far as training, gaining employment, and giving advice of the kind you are recommending, and that the success of it would really depend on the co-ordinated efforts of the federal and provincial governments, because most of these things—licensing, apprenticing and so on, all come under the jurisdiction of the provinces. I would think it would be difficult for federal officials to give any concrete assistance until such time as there is a dovetailing of functions.

Mrs. Isserstedt: I was talking about certification. I do not think you can force the professions to accept people. You cannot say to a profession: now, this man is qualified, take him in. You can maybe give them an indication of what the man's qualifications are, and then they can make up their own minds as to whether or not they want to take him.

Senator Desruisseaux: Have you noted any cases of immigrants working, for instance, outside the metropolitan areas or in metropolitan areas, having to pay back to someone in the immigrant group a part of their wages.

Mr. Philip: It might be that in some cases this would occur, but one does not see it occurring with regularity; at least, not from what the immigrant says.

Senator Desruisseaux: What is done in those cases?

Mr. Philip: Where the wages have to be paid back?

Senator Desruisseaux: What is done when you have these cases?

Mr. Philip: Well, we have hardly come across cases like that. We usually come across the cases where people have worked for a very long time. The people we have spoken to, who either focus on food or religion, tell

you that they keep them there as long as possible, until everything is cleared away.

Mr. Munro: I believe it is a fact that these people work mostly in seasonal employment—construction, hospitals and so on, that there really is no degree of permanency to their jobs in terms of security of employment and so on, and that the wage scale in these jobs they do obtain has been notoriously low. Would you say one of the reasons for this is that in the better type of industrial jobs, the personnel managers now are instituting policies requiring grade 10 and 12 education levels, and are not prepared to take people with less?

Mrs. Isserstedt: This is true. There seems to be a great emphasis, as Mr. Philip has stated, on a certificate which says you have gotten through such and such a grade or such and such a course. If you have this, then you are all right. Whether or not this is good, the fact does exist, and it applies to plants and industry generally.

Mr. Munro: The fact that the personnel managers do not hire people over the age of forty-five does not help the situation either.

Mrs. Isserstedt: No.

Mr. Munro: In respect of this welfare question, I do agree that many of us know of sponsors who want to get out of their responsibility toward the ones they bring over and, prematurely perhaps, the ones they have sponsored do have to get welfare. Although this does happen in isolated cases, at the same time there are cases where perhaps the responsibility of the sponsor toward the ones he brings over is extended over an unduly long time. I am wondering if you have any observation to make on this ten years' residency requirement in order to qualify for the old age pension? Do you think that is too long?

Mrs. Isserstedt: No, I do not, and I think this is part of the value of citizenship. I think that we should put more value on citizenship.

Mr. Munro: Well, there is no requirement for citizenship.

Mrs. Isserstedt: No, I know there is not.

Mr. Munro: You feel that ten years is reasonable?

Mrs. Isserstedt: I do not think it is unreasonable. Mr. Philip, what do you think about

the ten years to qualify for the old age pension?

Mr. Philip: Yes, this is fine.

Mr. Munro: In general, I note in the bottom paragraph, with the many qualifications and recommendations that you have made, that you, through this, endorse the major proposals of the White Paper.

Mrs. Isserstedt: Yes, I would say that we do endorse the major proposals. With respect to sponsorship, I think it is very reasonable that you have to be a citizen to sponsor the wider family. I think that five years gives the person enough time to get organized whereas, if it were less, he might get into more problems, through no fault of his own, but because he may not be able to accept the responsibility.

• (11.20 a.m.)

Mr. Roxburgh: My question is supplementary to Mr. Ryan's delayed supplementary a little while ago. Mrs. Isserstedt, what worries me is a statement you made earlier, that there are people in the city of Toronto—and I am thinking now of those without much education—who would be willing to go up north and to these other places, but that they were afraid to leave because they did not have a connection there. It was stated earlier this morning that the mining industry needs 4,000, and there is no argument about that. Agriculture needs people. Now, what would you suggest in this connection? Is there a lack of communication between the provincial and federal government? Is there not any way at all that these boards can get in touch with certain mines in northern Ontario, whether it is at Timmins or elsewhere, to ascertain their needs? They may need 350 men. Are you not able to do this for some reason or other? I know there are people willing to go. Granted, it might only be a few, but there they are willing to go. Some of these people are dish washing now and if they went up there they could get double their wages in the mines. It does not seem right that there should be a lack of communication in this respect.

Mrs. Isserstedt: From my experience—and Mr. Philip can back me up on this—there is very little communication and you never know if, in the delay caused, the job will be filled. There will be a certain delay from the time the mine says it needs people and the time the immigrant can get there.

Mr. Roxburgh: These people have been needed for a year now, and they are going to be needed. They have gone to Europe to try to get people. The jobs are there. Evidently,

there must be some lack of communication or information. We are here to learn. From your experience can you make any suggestions which would rectify this situation?

Mrs. Isserstedt: I remember calling the head offices of the mines and they could not give me a very clear picture. The head office at the mine might be given the information so that you could telephone.

Mr. Philip: If I may say so, while I was in school in B.C., I worked in a mine up north all one summer, so I understand clearly what you mean. A lot of the people we take in now are sponsored, on the one hand, and, on the other, you are taking somebody who has been used to an extended family situation and putting him in another setting. We judge these persons by our standards of mobility, because we can move any place. But with these people, it is a matter of language, and it is a matter of isolation. These people are used to mixing with other people and used to having all their families around. To the extent that the mine could provide the necessary recreation services, the necessary educational services, and could take whole families out to these places for a short period and provide adequate housing, I think, it probably would be much easier.

Mr. Roxburgh: If that was possible, would they go; or are they just so tied up with family life and certain areas that they just think they would like to go but really do not want to go. It is almost unbelievable that when people from Europe, and this applies to Canadians as well, want to work in the mines, it cannot be arranged that they do so.

Mr. Philip: There is a hankering in the mine worker for the city. There is a hankering for a variety of activities which you do not get up north. Way down, let us say, 3,000 feet below, people tell you they are just waiting to get out and head for Vancouver, for instance. This is the way they want to do it. They just do not want to stay up there. If they remain in the bunkhouse, there is no-body around.

Mr. Roxburgh: In other words they are not really as keen to go there as they think.

Mr. Philip: No.

Mr. Nasserden: With your experience in seeking employment for people, has the National Employment Service lived up to your expectations?

Mrs. Isserstedt: They have improved greatly over the past few years. Back in 1952 you would call them up and they would say: If he cannot speak English I do not want to have anything to do with him. Now this is not the case. I would say that they have improved greatly.

Mr. Philip: They have been very helpful in the matter, very helpful.

Mr. Dinsdale: I have just two brief questions, Mr. Chairman. Your brief stresses the close relationship of immigration and citizenship in the total process. These two functions are now under separate ministries. Do you think this is a progressive step or a retrogressive step?

Mrs. Isserstedt: They are all part of the same thing. Citizenship should be the end product of all this. So if they are separate, they certainly should be very closely related.

Mr. Dinsdale: Have you noticed any change in the degree of co-ordination since the two functions were placed under separate ministries?

Mrs. Isserstedt: The Citizenship Department has usually been more involved, at least in Toronto, with groups rather than with individuals. There has been a difference in their operation. I am not sure that there is sort of a flow from one to the other.

Mr. Dinsdale: Your brief suggests they are an integral part of the whole process. But now they have been separated.

Mrs. Isserstedt: Yes.

Mr. Régimbald: I have a supplementary question. In your particular work, has this division been a plus or minus factor, in your work with immigrants?

Mrs. Isserstedt: I always felt there always was a separation in function.

Mr. Régimbald: Even though they were under one minister?

Mrs. Isserstedt: Even though they were under one minister. So I would not say the difference was great, would you?

Mr. Philip: I would not say the difference was great, but the thing about it is that the general attitude toward citizenship is not strong. Maybe more could be done by combining manpower and immigration. I think it is fantastic. What is important about it is that in this connection the department will be

geared more to service rather than to its judicial or police function. This, I think, would change the image tremendously, if it could be carried out—provided the service areas are there.

Mr. Dinsdale: You think that the new manpower approach is a more realistic approach?

Mr. Philip: It is a more realistic approach providing—

Mrs. Isserstedt: As long as we recognize that the immigrant has social problems, just as the Indian or any different group might. Actually they are all part of the Canadian labour force, so they should be treated as one, but you must have special departments or services for the various groups. Our only fear was that possibly in putting them together, the immigrant might get lost. But in principle I think it is a good idea.

Mr. Philip: The function of the immigration department is such that when you combine manpower to North American or Canadian thinking, this is fine. But to the immigrant, it implies much more than this. As a matter of fact, they could see the immigration aspect taking priority. As I say, the service function is stressed. I think we are on our way, as a matter of fact.

Mr. Dinsdale: I have one further question to do with a specific problem. Do you run into the difficulty of health hazards among immigrants; if so, how do you resolve these? For example, where an immigrant becomes chronically ill shortly after arrival, who pays the bill, and how can he resolve all his difficulties? I have faced this problem myself with different cases.

Mr. Philip: These problems exist more, and I do not know whether it is because of numbers, in some of the major communities where people would suffer industrial accidents, for instance, not knowing the process of applying for their rights or how to deal with the different boards and things like that. Some of them wind up on all different kinds of assistance. This does pose a great deal of hardship with some of the immigrants. Some of these people might be just a short time in Canada and not entitled to hospitalization. They find themselves in debt; they are borrowing money all over the place. This is a difficult thing.

Mr. Brewin: Is there no program to look after them?

Mr. Philip: I think there is the White Cross—

Mrs. Isserstedt: Of course, a person who has been in Canada less than a year can get assistance, I think, if he presents something saying he is an indigent immigrant. I think the federal government pays some of the cost. At one time, a lot of people did not know this and got into trouble.

Mr. Dinsdale: What is the function of the provincial government in a situation of this kind?

Mr. Philip: I do not know what the functions of the provincial governments are in this connection. I think what is important, together with this, is that even the immigrant does not know. There are a lot of back injuries, for instance, in a certain ethnic group because they are linked up with the housing and construction trades, and they do not know what to do.

Mr. Dinsdale: In other words, there appear to be large gaps in meeting this particular problem?

Mrs. Isserstedt: There are large information gaps even more than service gaps.

Mr. Ryan: Your institute is rather unique, and it is very wonderful and very useful to the immigrant. I am looking at page 5 of your brief, toward the bottom, where you say that your institute has a special relationship with the provincial government. I would like to know something about that special relationship and why there is not a similar relationship with the federal government. It seems to me very important that you do tie in well with the federal government as well.

• (11.30 a.m.)

Mrs. Isserstedt: We do have a close association with the federal government. Somebody from the Department of Immigration is on our board and in the past, a liaison officer has been on our board. It is not that we are out of touch with the Federal government, but we have a working arrangement with the provincial government.

Mr. Ryan: Could you give me details of that?

Mrs. Isserstedt: Yes. The provincial government rents space from us for their daytime English language program. We get revenue from that. They gave us a grant last year when we moved. It was not earmarked for anything but it did help us in our move. They, in one instance, in connection with an

experimental language program, set up classes, and we recruited the students. We have a member from the provincial government on our board. The English classes that they provide and our services are very closely linked because we interview the people going into English classes to see if they have problems. While they are learning English we try and solve their problems. The provincial government is now training our volunteers. We have people from the provincial government coming to speak to them and train them as tutors. I have a whole list; I could go on and on.

Mr. Philip: Yes, there is quite a link between us. We find that the people who go to English classes in the daytime start to make some kind of progress. We realize that even a little English helps, especially for promotion. We find that people in the different trades and professional groups would like to be more fluent in English. We, as a private agency, set up tutorials. We recruit volunteers and they will take care of the tutorials at certain levels for certain people. As a result, there is an extension of government classes into private agency classes, and this further helps the immigrant. There are other activities where it is matter of administrative interpretation. In the matter of clients arriving at our place, after diagnosing and assessing the situation it might be they require more English, or it might be that they should be referred back to the government for a specific thing. So there is this kink-up; this co-operative effort is all tied in, as it were.

Mr. Ryan: Have you thought of anything by way of particular co-operation from the federal government? Could you give us a brief if you have not done so?

Mr. Philip: We expect to do so sometime later this year.

Mrs. Isserstedt: We are thinking we might.

Mr. Ryan: That will be helpful.

The Joint Chairman Mr. Klein: Thank you very much for coming here. May I say how fortunate the International Institute of Metropolitan Toronto is in having such intelligent leadership.

Mrs. Isserstedt: Thank you very much. If anybody is in Toronto we would be delighted to have you come over and see the institute. It is located at 321 Davenport Road.

The Joint Chairman Senator Langlois: Is it the wish of the committee to have the brief

printed as an appendix to the minutes of proceedings and evidence?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: Mr. Clement Nusca, would you please come forward. There is no formal brief, it is in the form of a confidential letter to the minister. Would you please state who you are with?

Mr. Clement Nusca (President, Canadian-Italian Business and Professional Men's Association of Toronto): I am Mr. Clement Nusca, president of the Canadian-Italian Business and Professional Men's Association of Toronto.

The Joint Chairman Senator Langlois: Now, Mr. Nusca, would you give us a brief outline of the presentation that you wish to make to this committee this morning.

Mr. Nusca: Mr. Chairman, on the 27th of January we wrote to the hon. Minister of Immigration and Manpower and submitted some of our ideas. More than anything else, our purpose in expressing our feelings was to contribute perhaps to the acceleration of improvement of the present immigration policy. Also, they were suggestions which we felt could be useful to you gentlemen and also to the department of immigration. Our main concern, Mr. Chairman, has not to do with the number of immigrants we want here. Our main concern is to open the door not only to those who are already skilled or trained, but also to those who could be trained—the trainable people, because we assume that the new immigrant coming to Canada is a prospective contributor to the credit of our community as Canadians and, of course, to industry. He comes here as a prospective taxpayer. Also we based our ideas on the fact that, generally, the immigrant who comes here is young; he is aggressive; he is very healthy, and I think this places us, as Canadians, in a wonderful position. Therefore, why limit our immigration just to certain classified groups. Generally, Mr. Chairman, these are our ideas and ideals, with respect to our immigration policy.

Mr. Prud'homme: Mr. Nusca, very frankly, do you believe that the White Paper on immigration is unfair to Italian immigration?

Mr. Nusca: Well I should not say, unfair, no. We cannot say that because we do not for one minute believe anybody representing us in the government would be unfair to the people—perhaps unaware of the damage—

Mr. Prud'homme: Perhaps the word “unfair” was not really the right word.

Mr. Nusca: We do not assume that anybody in our government would be unfair to anybody.

Mr. Prud'homme: Would you say that the White Paper on immigration, as it reads at the moment—I hope it will not be the same at the end—will be highly restrictive.

Mr. Nusca: It will be absolutely restrictive on Italians, yes—for those who are not Anglo-Saxon or who are not French.

Mr. Prud'homme: We have no problem with French.

Mr. Nusca: No, because they do not come here. Why you do not have any problem is because you have no immigration from France.

The Joint Chairman Senator Langlois: Would you throw a little more light on this?

Mr. Nusca: Mr. Chairman, I am here to answer any questions that these gentlemen or ladies would like to ask the best I can, in my humble way. I am not a technician, only a citizen like anyone else.

Mr. Prud'homme: We will ask you questions.

Mr. Nusca: Any time at all sir; this is what we are here for.

Mr. Prud'homme: Would you elaborate, as the Chairman just asked. Do you mean because of sponsorship and—

Mr. Nusca: Mr. Chairman, the person coming to Canada or for that matter the emigrant to any other country, is not the man who is well off. Let us face it. I am an immigrant myself; I came here 18 years ago. I came here not because I was rich in Italy but because I was seeking a better opportunity in a younger country. Now what we are doing is asking say, Joe Blow, who is presently employed, say, by the Fiat Company, producers of automobiles, to come to Canada because we also need immigrants who are qualified technicians in mechanics, say, for Ford of Canada at Oakville. Now Mr. Blow would say to you, Mr. Chairman: But sir I do not know the language; my pay is fair; I am used to the standards because I was born and raised in this country; why should I take a chance and meet the unknown by going to Canada; what is Canada, after all, what are the reasons for my immigration to Canada? The second point, Mr. Chairman: the men who come here are the ones who need Canada. On the other hand,

those are the people that Canada needs because they are young, aggressive and they come here to contribute to the growth of Canada while they are looking after their own personal growth.

Senator Pearson: On page 2 of your letter you say:

An excessive emphasis has been put on education and skill;

Why do you put that in there?

Mr. Nusca: Exactly for the same reasons I have just outlined to the gentlemen here. We are asking for people who are, perhaps, skilled toolmakers and we are eliminating the people who are, perhaps, assisting the toolmakers, who perhaps may want to improve his conditions financially or materially, and yet they cannot because they are semi-skilled.

Senator Pearson: In other words, when you suggest the emphasis is on skill or education, you limit immigration?

Mr. Nusca: I would say so, Senator, absolutely so, sir.

Senator Pearson: You bring it down very low then?

Mr. Nusca: That is right. It is very restrictive.

Senator Pearson: Yes, I would think so too.

Mr. Aiken: Mr. Nusca, yesterday and earlier today this committee has had quite a bit of evidence that there is in fact a very great opportunity for unskilled labour in Canada. At the moment there are several thousand jobs available in the mining communities and in some of the provinces of Canada. Manitoba has submitted a brief to us; they have room for several thousand unskilled workers. So although we need them, yet they seem to come to Toronto, where there is not the need for a large quantity of unskilled labour. Would you suggest that immigrants who come for the purpose of working in the mining communities should deal directly with the employer, who can take them directly from their home community to a new community in Canada rather than trying to recruit them in the metropolitan areas?

Mr. Nusca: Yes, Mr. Aiken, you have a very good point there. I believe the overpopulation or exorbitant number of immigrants who settle in major urban centres is only due to the fact they are not guided when

they come to Canada. They are not directed by our government body. In other words, where would you go? Would you go to an unknown place or to a well-known city where you know you get \$75 or \$80 a week, or perhaps go to the prairies where you do not know anybody.

Mr. Aiken: If they were recruited, perhaps, in a group to go to a certain community and to start a new community of their own, do you think that would be good?

Mr. Nusca: Absolutely so, Mr. Aiken. I would suggest that special offices be opened to submit the needs of manpower to the various provinces of our country. Then, there should be better contact between various provinces in our country. The need is very acute, Mr. Aiken, and you know it. We should give an opportunity to those who wish to expand, and perhaps those who need people in the mines should, tell the government body or the placement offices: We need 700 individuals who are qualified to do this kind of work in the mining industry. When the immigrant goes to the Canadian consulate in Rome he would be asked: Look, Mr. Blow, you are being asked to go up in the north country as a driller. Can you do that or not, and if so, are you willing to go there? If so, for how long would you be willing to stay in that district? Up to now, you see, everything is left to chance. When the immigrant gets to Halifax, he is on his own. Now if he knows Mr. Aiken in Toronto he may go to Toronto. But I am sure if he knew anyone in Calgary he would go to Calgary.

• (11.40 a.m.)

Mr. Aiken: This may be more of a comment than a question, Mr. Nusca, but as we have heard, the mining industry actually sent teams to Italy, had 200 or 300 people willing to come, but by various processes of elimination, and partly because of the immigration policy, they only had something like 40 or 50 who eventually arrived, and half of those left the mining community within a year of their arrival. It seems, from what you are saying that you feel that employment should be available to groups and that we should open the doors, regardless of their educational standard, if those jobs are there.

Mr. Nusca: I would say so, Mr. Aiken.

Mr. Ryan: Mr. Nusca, paragraph 47 (a) of the White Paper deals with unsponsored immigrants; I am more interested in sponsored immigrants in subparagraph (b) and (c).

Mr. Aiken: I have a remark on it too, Mr. Ryan.

Mr. Ryan: Subparagraph (b) deals with a preferred class that would be called sort of as of right: The husband or wife, unmarried son, and fiancé. Perhaps I should read subparagraph (c):

Any Canadian citizen of five years' residence, irrespective of his country or origin, will have the privilege of sponsoring in addition to the relatives in (b):

(i) son or daughter of any age with accompanying spouse and unmarried children under 21;

(ii) brother or sister with accompanying spouse and unmarried children under 21;

(iii) parent or grandparent (irrespective of entry to the labour force);

(iv) Unmarried nephew or niece under 21;

provided the prospective immigrant over 12 years of age is literate in his or her own language and, if male, has or can attain by age 16 the equivalent of seven years' schooling in Canada, or is qualified in an occupation designated by the Deputy Minister of Manpower and Immigration to be in demand in Canada.

It seems to me, Mr. Nusca, this is where discriminations enter the picture. One is discrimination in respect of skill and the other in respect of education.

Mr. Nusca: We were fortunate enough, Mr. Ryan, to have the honourable representative of Hamilton East, Mr. Munro, at our business meeting of January 9. Mr. Munro was held there for over three-quarters of an hour in order to answer questions related to this same paragraph. All I can say to Mr. Ryan, is that our community has gone as far as establishing its own centre of education at a cost of \$50,000 a year from the Italian government. All the federal government is giving us is \$1 per person. Last year, about 5,000 people were trained, not only to read and write, but how to read blueprints, how to become plumbers, how to become tailors, and so on. We have the willingness; we have told the people what we want. Mr. Ryan, we want those who are ambitious to come to Canada in order to establish themselves, not only for their own benefit, but for the benefit of the country at large. We, as a community of 300,000 people here in Toronto, are willing and ready to share the burden, as we are doing presently.

Mr. Ryan: You are speaking of cost now.

Mr. Nusca: Yes, exactly.

The Joint Chairman Mr. Klein: Were you not here this morning.

Mr. Nusca: No, sir. When I came here it was about a quarter to eleven.

The Joint Chairman Mr. Klein: That question was put to the group that was here this morning. I put the question of whether the ethnic groups are doing enough for their own ethnic members, to educate them when they come to this country. The opinion expressed, and it was professional opinion, was that the ethnic groups ought not to be the ones to handle that, that it ought to be on a broader basis. Do you agree with that?

Mr. Nusca: Sure, it could be that perhaps some of the ethnic groups are not doing enough because they may not have reason for doing it; but we, being the major bulk of the ethnic population of Metropolitan Toronto—there are about 300,000 Italians here—have, first of all, an immigration society which handles up to 35,000 cases a year. We pay the staff, and the staff is there; you can call on the telephone on a 24 hour basis. We pay for placements, for real estate transactions, for insurance advisers, for legal advisers, and we have our own legal bodies.

The Joint Chairman Mr. Klein: So you feel that the ethnic group should deal with its own ethnic members at the outset?

Mr. Nusca: Not "should", sir, because this is a government matter, but they should be congratulated for assuming that responsibility to help. In other words, we are trying to settle down here today, with the idea that everybody likes people; let us get them here because they need us and we need them.

Mr. Ryan: Mr. Nusca, do you know whether or not educational standards in the south of Italy and Sicily—possibly Portugal and Greece—are high enough that most of the children from these areas do acquire a seven year schooling?

Mr. Nusca: Mr. Ryan, this again, is a matter of education, but more than that it is a matter of language knowledge.

Mr. Ryan: Going back to the standards, as it says here in the White Paper, you cannot get the equivalent of Canada's seven years of schooling say, in south Italy.

Mr. Nusca: Mr. Ryan, you cannot dictate to those who come from spheres beyond the Anglo Saxon or French speaking countries,

and say: "if you have seven years of grade school, you may come in here but, on the other hand, if not, you had better stay where you are". These are individuals who are absolutely ignorant, when it comes to language, in expressing themselves. I know of cases where doctors who have come here are at present working as orderlies for the General Hospital. What is education, gentlemen? You tell me? It is a knowledge of the language.

Mr. Ryan: Let us get back to my question now. To your knowledge, is there seven years of education in the Italian language in the south of Italy?

Mr. Nusca: No, five years.

Mr. Ryan: Just five years; and the same would be true in Sicily, would it not?

Mr. Nusca: Yes.

Mr. Ryan: So, we are going to have a bit of a problem then; we have a lot of people in the Toronto area, and in Canada, who have come from the villages and towns of southern Italy and Sicily, and they want to bring in their friends and relatives.

Mr. Nusca: Mr. Ryan, you have no problem at all, not to my knowledge. I live in Toronto; I have been with various community associations, either Italian or otherwise because we like to work together, and to my knowledge, Mr. Ryan—unless you can pinpoint the problem and perhaps we may discuss it—there is no problem, for one reason; because immigration from Italy in 99½ per cent of the cases is sponsored immigration. So, if my cousin comes—he could be injured or perhaps he might get sick tomorrow—he is coming to my house not because I want to relieve the government of the burden, but because I like my cousin.

Mr. Ryan: All right, but now you want to bring in a brother and his family—and I do not mean anything personal by this—from a village, say, in Calabria. Half the village is in Canada now. Say he has six children, and one of them cannot meet this standard—he just does not have seven years of education and he is over 12 years of age, perhaps he is slightly retarded. An immigration officer says he has no chance of attaining the equivalent by the time he is 16 years of age, and the whole family is barred from entering Canada then.

Mr. Nusca: Well, why should that be, Mr. Ryan?

Mr. Ryan: That is what I am asking. Will this not upset the Italian community—

Mr. Nusca: There is no doubt that it would.

Mr. Ryan:—when one man can bring his family and the other man cannot?

Mr. Nusca: I believe any community with a heart would be upset if while trying to get the cream of the crop from one country we turned down a family because there was a retarded child in the family. Do not forget, we flew our airplanes to Hungary to get people, indiscriminately, of any education, of any age, of any status of health; we got them in here because we wanted, first of all, to show these people that we are a good country, willing to take and give at the same time.

Mr. Ryan: I am not trying to cut down on the immigration; I am trying to be helpful.

Mr. Nusca: Mr. Ryan, this is what we are here for, are we not?

Mr. Ryan: It seems to me that the Italians want to come here, want to get established and help one another; they come almost as a whole village, if they can.

Mr. Nusca: If it is a known fact, Mr. Ryan, because we do a lot of community work in this connection.

Mr. Ryan: To an Italian, his first cousin, his second cousin, and his third cousin, is almost as close as his brother or his son.

Mr. Nusca: Even if it is someone from his own village.

Mr. Ryan: Yes, he promises to pay back.

Mr. Nusca: That is right, by his honour.

Mr. Ryan: By his honour, that is better. But do you not think it is going to be quite awkward if some people, on this discriminatory test, are held out, while others are permitted to come in. It will cause a lot of grief in the Italian community.

Mr. Nusca: It has already, Mr. Ryan. Mr. Munro, as an authority, and as a representative of the people perhaps could be a little more specific than I can, because he came to our meeting to answer directly some of these questions—and they were uncomfortable questions.

Mr. Régimbal: Mr. Nusca, on the first page of your letter, at the bottom, you say:

No mention is made of a co-ordinated federal provincial immigration policy.

Would you explain what you mean by "co-ordinated"?

Mr. Nusca: Your name again, sir?

Mr. Régimbal: Régimbal.

Mr. Nusca: Mr. Régimbal—

Mr. Régimbal: I love to hear you pronounce it, because therein lies the answer to a question that I posed to the others.

Mr. Nusca: When I came here I had to learn English, and I also learned French.

Mr. Régimbal: As an Italian which was easier?

Mr. Nusca: French, for us, is much easier.

Mr. Régimbal: I love to hear you say that. Do you feel that there possibly could be more attention paid to the fact that Italians pick up French more easily, even in local offices, even though there is less immediate use of French, and that if instructions and training were made available in French the people would learn faster?

Mr. Nusca: Trainable people—that was my first statement to the distinguished chairman; I said what we want is not necessarily trained people, but those who could be trained—trainable people.

● (11.50 a.m.)

Now, I know of a country—if I am permitted to name it—Argentina, which absorbed in 1961, 78,000 Italian immigrants, and these people were co-ordinated to the point that when they arrived at the port, there were officers of officials of the local government guiding these people as to where to go. They even knew exactly in what hotel these immigrants were going to stay. After holding these people for about two to four weeks in these staging areas, they were channelled in the various districts of the country where these people were required. So many were sent to city construction company X because construction company X had requested so many. So many were sent to work on farms because certain representatives from farm districts had already placed their request for manpower.

When these people were distributed to the various regions, they even found houses they could purchase on a long-term mortgage basis. These houses were built by the government, under government supervision, and financed by the government, like some we

have now in the province of Ontario under the Ontario Housing Corporation. It is a booming business; they are even making money. For the government to make money is pretty rare. This is perhaps my answer.

Mr. Régimbal: On the second page of your letter:

Cannot the provinces be involved in the follow-up and integration of immigrants?

Do they not follow up now?

Mr. Nusca: They do it because they like to, but there is no official co-ordination, to my knowledge.

Mr. Régimbal: Is not the Ontario Citizenship Branch of the provincial secretary concerned particularly with follow-up?

Mr. Nusca: Yes, but is the federal government in close contact with these people? This is what I would like to know. I do not think they are. If they want to be brought up to date on anything going on, they have to call Ottawa. They are not automatically advised that X number of immigrants are coming to a certain district. All they say is that out of 2,000 immigrants, so many are carpenters, so many are this, and so many are that.

Mr. Régimbal: But there is language training for immigrants under a federal-provincial program?

Mr. Nusca: Yes, No. 5 project has been helping a great deal. About 2,000 to 3,000 people a year are channelled to this No. 5 project. Of course, we have our own school, not only for the English language but also for the Italian language, and we have Canadians coming to that school.

Mr. Régimbal: You mentioned some of the activities that your group had, and the services that you give; is there any charge for those services?

Mr. Nusca: Definitely not.

Mr. Régimbal: In the next paragraph you mention:

Is it somewhere officially recognized the fact that the immigrant has to be helped in his integration or is it still left up to individual ability...

I think we found today that the immigrant is helped by the Immigration Branch of Social Development. What kind of recognition did you have in mind?

Mr. Nusca: The immigrant does not need Mrs. Stirling because he is already here; the job of the Immigration Department is to help people get here, not to get them established, to my knowledge. Perhaps the National Employment Office would be more beneficial but they have no interpreters; they have no one who can speak these people's language. I remember we had to make so much representation to the honourable Mr. Bell about five years ago in order to get a couple interpreters for Mrs. Stirling. I know that because I was in Ottawa speaking with Mr. Bell. We speak English in here and we present to anybody who comes our regrets to speak English. That is not true; that is not true, we have to adjust.

Mr. Régimbal: In the last paragraph on the same page:

Might it not be advisable to have people "apt" to integrate, or as "semi-skilled" and make available training courses geared for them...

Are you suggesting that we go specifically, and almost exclusively after unskilled immigrants?

Mr. Nusca: Not absolutely, but we could go as far as unskilled, and within the non-skilled, those who are apt to be more trainable; I repeat the same words again, those who are very young, very healthy, and who will not become a liability for us.

Mr. Régimbal: Would you not say that in seeking out, particularly, people with a little more advanced education, once they arrived here they would have that much more facility to acquire—

Mr. Nusca: Very true, but more than that I am trying to get the young people to come here. They can be trained, because a young mind is more receptive to training than perhaps I would be at my age.

Mr. Régimbal: Thank you Mr. Chairman, and thank you Mr. Nusca.

Mr. Aiken: I have just one question along this same line. Having been in Canada for some 18 years, have you not found that in this country there is something of an abhorrence of telling people what to do, of directing them, of forcing them, and that, in essence, this is what is wrong with this whole thing in that we do not really want to bring people here and say: "You have to do this; you have got

to go there, and you must stay". Is this not part of our problem?

Mr. Nusca: Sir, if we want to alleviate our problem, we will have to direct these people. We are not commanding these people; we are directing them. We are trying to fit these people into Canada, and not fit Canada into these people.

Mr. Aiken: Exactly. Then this is really part of the problem.

Mr. Nusca: Part of our job, yes.

Mr. Aiken: You expressed earlier that in fact the Immigration Department felt their job was to get the right people into Canada, and that after they got here they were on their own. I am suggesting that this comes from our abhorrence of telling people what they have to do; once they get into a free country we consider that they do the best they can. Your suggestion is, as in the South American country or in some others that you mentioned, they should be placed and directed—

Mr. Nusca: Guided, yes.

Mr. Aiken: —for a period of time after they arrive.

Mr. Nusca: Guided; that is right.

Mr. Aiken: And that this should really be the job of the Immigration Department.

Mr. Nusca: Yes; we have no follow-up in our present immigration policy—no follow-up at all.

Mr. Munro: Mr. Nusca, there has been some talk about exploitation of immigrants when they arrive here at various times. This is a concern in the implementation of any new immigration policy, especially with the link-up between manpower and immigration. In Toronto there has been a history, periodically, of a good deal of exploitation; I am thinking of the construction industry which prompted the Goldenberg report, and so on. Has this situation changed, or are there still new immigrants working at substandard wages?

Mr. Nusca: No, Mr. Munro, not since the provincial government has passed the law of the minimum wage, to my knowledge. As a matter of fact, it is commendable to see how these construction companies are training their own people. They are absolutely training these people to become bricklayers, to become masons, and to become plumbers even within their own organization.

Mr. Munro: Is there still not a problem with the seasonal nature of the construction industry in terms of employment for new immigrants, many of whom seem to have gone to this industry because of their difficulty in language and so on in getting more permanent types of employment?

Mr. Nusca: Mr. Munro, the man who is going to carry a bucket of cement has to be, generally, a very humble individual, who is not very well educated. Then while he is relieving the burden of the city during the summer, and seeing these spectacular apartments coming up, why should we not help these people during the winter? They contributed; they have contributed to building the city for seven or eight straight months every year; why should we not contribute to their welfare for about four months, or until they go back to work? This is only reasonable for the first three or four years, because after three or four years they, pretty well, have savings in the bank, and they do not need any more help.

Mr. Munro: In other words, your argument is that we should not begrudge them state assistance during the winter—

Mr. Nusca: We should not be selfish.

Mr. Munro: —if they are prepared to do the menial work.

Mr. Nusca: It is a two way street, Mr. Munro; you help me, and I will help you. If you want me to work with you for eight months, and make profits for your company, and pay income tax also, and pay all kinds of taxes, the least you could do then is to afford this individual, this citizen, the possibility of preserving his own dignity for the next three or four months.

Mr. Munro: What about the levels of assistance during the time they are unemployed in terms of welfare and unemployment insurance?

Mr. Nusca: I think just the unemployment insurance would be involved in these things, Mr. Munro.

Mr. Munro: What is your feeling about the adequacy of the levels?

Mr. Nusca: I think it is pretty adequate as it is.

Mr. Munro: I cannot agree with you.

Mr. Nusca: Well, you may perhaps know more than I do, and I think you do too.

Mr. Munro: What about the Italian Immigrant Aid Society, Mr. Nusca,—perhaps this would be an appropriate question for the chairman. Will they be before us? If they will be, there are a lot of questions I will not have to ask Mr. Nusca. Are they going to be coming?

Mr. Nusca: Not to my knowledge.

The Joint Chairman Senator Langlois: Not to our knowledge, no.

Mr. Munro: I was wondering, Mr. Nusca, if you would use your influence, on behalf of the Committee, because, as you, yourself, mentioned, they are doing excellent work—

Mr. Nusca: They are.

Mr. Munro: —in Toronto. I think the experience they had with this over-all question would be invaluable to the Committee. I wonder if the Committee, and perhaps Mr. Nusca, could urge them to submit a brief and come before the Committee.

The Joint Chairman Senator Langlois: Is it the wish of the Committee that we get in touch with the society?

Some hon. Members: Agreed.

Mr. Munro: What about the Costi organization that you referred to, Mr. Nusca—and again, Mr. Chairman, through you, are they going to come before the Committee?

Mr. Nusca: Not to my knowledge. I think Costi has gone with the Social Planning Council of Metropolitan Toronto, to my knowledge. Perhaps they have gone together, because these two bodies work hand in hand. So, I doubt if they will appear before you.

Mr. Munro: What countries were you referring to when you said that the adequacy of the care for the immigrant, the minute he arrives in the country, is far more sophisticated than our own?

Mr. Nusca: Not more sophisticated; they are planned.

Mr. Munro: More adequate.

Mr. Nusca: Yes, Mr. Munro. The German parliament recruited 4,000 workers to go to Hanover, Germany, to work for the Volkswagen company, and there was no embarrassment of any kind either from the government's point of view or from an immigrant's point of view. These boys are healthy, and

doing a good job; and the German government is trying to recruit another 17,000 people for the next two years.

Mr. Munro: Many of these countries are more socialized that we are.

Mr. Nusca: Not necessarily so. I should be in the government. They are a little more organized. And, Mr. Munro, they have more experience than Canada, as a young country, has. We will lick the problem here in five or ten years.

Mr. Munro: Of course, one of the problems many of these countries do not have is a split jurisdiction problem.

Mr. Nusca: That is also true, yes.

Mr. Munro: The main objection, as I understand it, of the Italian community, now Canadians in this country, to this immigration White Paper, is what you consider the undue emphasis on educational and skill qualifications.

Mr. Nusca: It is the limitation of manpower, yes; the limitation on numbers of immigrants.

Mr. Munro: What do you feel about the present policy being implemented by the department in respect of the unsponsored—I am not talking about the sponsored now. Do you feel that there is too much emphasis on skill?

Mr. Nusca: As far as our community is concerned, I think so, Mr. Munro. The present immigration policy, with an adequate sponsorship the way we have it now, has relieved our government agencies of many problems, and I believe this would be continued.

Mr. Munro: I am talking about the unsponsored now.

Mr. Nusca: There are very few unsponsored immigrants coming from Italy, to my knowledge, very very few to the point where it is not a problem. Are you aware of any problem with the unsponsored group?

Mr. Munro: That answers my question. In other words, you feel that anyone who can come here as an unsponsored immigrant has such qualifications in his own country that he does not desire to come here—and that applies to Italy.

Mr. Nusca: If he is well off there, why should he come to Canada?

Mr. Munro: The great pressure, as far as the desire to immigrate to Canada from Italy, is from southern Italy and Sicily.

Mr. Nusca: Yes, that is where the majority of manpower coming here is from.

● (12:00 noon)

Mr. Munro: As far as sponsored immigration then is concerned, you object to the seven years as a too onerous requirement.

Mr. Nusca: I think it is too long, Mr. Munro.

Mr. Munro: What do you and your association recommend?

Mr. Nusca: Two or three years would be adequate.

Mr. Munro: Two or three years then. Would two or three years, education Mr. Nusca, in the country of origin, and in this particular case, because you are here, we are talking about Italy, qualify that person to be literate in his own language?

Mr. Nusca: With the assistance of the person has who has been over here, he should be.

Mr. Munro: He would be literate in Italian, with two or three years' education in Italy?

Mr. Nusca: Oh, yes. He would know the language fairly well. He could express himself almost forcefully.

Mr. Munro: Could he, at least in a rudimentary sense, read and write in his own language?

Mr. Nusca: With three grades?

Mr. Munro: With the two or three that you are recommending.

Mr. Nusca: Yes.

Mr. Régimbal: Are you speaking here—I just want to be sure whether you are talking about the third grader in Italy or the immigrant after three years here?

Mr. Munro: We are talking about Italy.

Mr. Nusca: Well, I think we—we are talking about the grades in Italy.

Mr. Munro: We are talking about the third grader in Italy.

Mr. Nusca: Yes.

Mr. Régimbal: The third grader in Italy would know how to read and write and handle himself quite easily.

Mr. Nusca: Mind you, you have many who have less than grade 5—you would have many.

Mr. Munro: Well, is this a correct statement, and I am just advancing it to be corrected: In Italy there is a mandatory government law that requires you to have a minimal education which is considerably higher than two or three years, but it is a law that is not enforced and is not adhered to particularly in southern Italy and Sicily. Is that correct?

Mr. Nusca: The standards are five years and those are compulsory. The parents are responsible to the authorities for not sending the children to school if they are under the age of 15. Does that answer your question, sir?

Mr. Munro: Well, I am just saying, if it is compulsory and it is enforced for a minimum of five years, then presumably you are recommending two or three years because you are concerned about those people over 15 who did not have the benefit of this compulsory law.

Mr. Nusca: Those between the ages of 50 and 55 or 60, are the parents of the younger generation who perhaps may have had five or even six years of education.

Mr. Munro: But you are satisfied that the law regarding compulsory education of at least five years in Italy is enforced.

Mr. Nusca: It is enforced, yes, to my knowledge.

Mr. Munro: I think that is all.

Senator Pearson: I just want to ask a question for clarification. You said in West Germany they were recruiting about 70,000 employees.

Mr. Nusca: It was 17,000, Senator.

Senator Pearson: Yes, 17,000. In the recruitment that the Germans are going after, are they taking people from the highly industrialized area in the north or from anywhere in Italy?

Mr. Nusca: Mainly from the south.

Senator Pearson: The same group of people that come in here.

Mr. Nusca: That is right. That is where the manpower is. They are the reserves.

Mr. Munro: The skilled people go to the north.

Mr. Nusca: Northern Italy does not need immigration.

Senator Pearson: Well, I was just wondering if they were getting the skilled people into Germany from the north, rather than the unskilled from the south.

Mr. Nusca: Very few, Senator, very few.

Mr. Nasserden: They are not going to Germany on a permanent basis, though. It is a temporary contract basis, actually.

Mr. Nusca: It is up to the immigrant.

Mr. Nasserden: I understand the German government brings them in on a two-year basis.

Mr. Nusca: It is two years' assistance from the government—

Mr. Nasserden: Oh.

Mr. Nusca: —which makes a big difference. They are assisted and guided by the government for two years. After two years they feel they should be amalgamated by the community.

Mr. Nasserden: I came across this some place else and it seems to me that this 4,000 who went to work in the Volkswagen plant went on a two-year contract—went to Germany to work. They then have the privilege of returning home.

Mr. Nusca: They could stay or go home, whatever they wish. Most of these people are young and contract matrimony. They raise some outstanding families, to my knowledge. They are very happy.

An hon. Member: Yes.

Mr. Nusca: They have been absorbed, pretty well absorbed, because the conditions for this assimilation are made possible by the government, with two years of assistance.

Mr. Roxburgh: I am glad this question was asked because I think it will point out to our department of immigration, that here is a country that is willing to take unskilled labour, and let us get this straight now, for only two years, if they want to—in other words, they are satisfied with these people with intelligence—it is not education; it is intelligence.

Mr. Nusca: Yes, absolutely.

Mr. Roxburgh: They are gambling on two years. They are not laying down the high standards that we are demanding.

Mr. Munro: Just a qualification, Mr. Nusca. In these countries that you are talking about, where these people go for two years, when they go into the country they are not applying for status, are they?

Mr. Nusca: Mr. Munro, it is up to them. The liberalization of the approach is so humane that perhaps it requires a little more consideration from all our points of view. Germany needs manpower. Germany says to these people, "look, I have so many open jobs at the present time. I am going to give you an opportunity of two years to experiment with our way of living. If you like it after two years, you may remain here as a German-Italian, or if you do not like it you can go back to your own homeland."

Mr. Roxburgh: So they are willing to take them as German-Italians, and they are willing to gamble. Let us get this straight. I am awfully glad this point was brought up. They are willing to gamble and we are not willing to gamble for all life in Canada. Germany is willing to gamble for two years. Industry—

Mr. Munro: How do you know we are not willing to gamble?

Mr. Roxburgh: We are not willing to gamble because we are keeping unskilled labourers out. That is what we are doing. We are not willing to gamble with our industry to train them, but the industry in Germany is willing to train them—to gamble for two years—and they can go back home after they have been trained.

Mr. Munro: On a point of order, Mr. Chairman. That is what this Committee is about, to determine whether or not we are doing the right thing.

Mr. Roxburgh: That is quite right, and this is the point I want to get across: let us get that.

Mr. Prud'Homme: Mr. Chairman, we would have nothing to discuss in the Committee if we were always right.

Some hon. Members: Hear, hear.

Mr. Roxburgh: You get your points in and we are going to get ours in, too.

An hon. Member: You bet your life.

An hon. Member: No fooling.

Mr. Roxburgh: Do not put it over on me, boy.

Mr. Dinsdale: Is this assistance provided by the German government or by the employer?

Mr. Nusca: No, in common agencies, with the employer. Of course, the employer has to give a guarantee as to a certain length of time of employment, and the government will secure the prospect and conduct him—

Mr. Dinsdale: What is the nature of the assistance? Do you have any information?

Mr. Nusca: Well, if a person gets sick and has nobody to go to, or if he is disabled of any kind through sickness or an accident—what else could it be? They are recruiting some pretty young people, people between the ages of perhaps 18 and 19 to 35 and 40 who are very healthy, and are able and willing to contribute to the growth of the country.

Mr. Dinsdale: You would think, though, that it would be the industry that would provide the greatest guarantee of security.

Mr. Nusca: That is not the case, no. It does not provide the greatest, to my knowledge.

Mr. Brewin: Mr. Chairman, there is one aspect of Mr. Nusca's recommendations which has not been discussed at all, and which I think is very important. Item (d) on page 3 states that a sound immigration policy must be based on:

—a real democracy in the selection and in the deportation procedures.

Now, I would like to ask Mr. Nusca just wherein he feels the present selection and deportation procedures lack a real democracy. I think I know the answer, but I would like to have your version of it.

Mr. Nusca: Yes. Our version, sir, is perhaps like yours. A certain body is nominated, not elected, mind you, not because of authority or profession, but because of status. Perhaps three or four officers of the immigration departments work together with all respect to the immigration department, which is doing a tremendous job here in Toronto, and it is up to these individuals whether or not Joe Blow is going to stay in Canada.

Mr. Brewin: Well, let me put it to you another way. Would a real democracy, in these procedures, involve first of all, a fair hearing and a fair right of appeal?

Mr. Nusca: Legal advice—free legal advice placed at this man's disposal.

Mr. Brewin: Would you think that it is impossible to have a fair hearing and a fair

appeal unless the standards of admission or objection are clearly spelled out and the reasons why a person is rejected are clearly spelled out.

Mr. Nusca: I agree.

Mr. Brewin: Are people with whom you are familiar frequently told that they cannot bring their relatives to this country, or that they cannot come in because they do not meet the requirements, and no other information is given at all?

Mr. Nusca: That is right.

• (12.10 p.m.)

Mr. Brewin: Do you feel that this is a fair or reasonable procedure.

Mr. Nusca: It would be fair, but not reasonable. I do not think it is reasonable.

Mr. Brewin: Well, I do not think it is very fair either. Is that what you mean by this lack of real democracy?

Mr. Nusca: I think so. It is just too much for the officers, the government officials, it is up to them and they do not have to report to the people who have taken the trouble, and perhaps paid the expenses, to initiate an application to come to Canada. They are told, you cannot come because you do not meet our requirements. Well, which ones? Am I sick, am I old or am I too short? You know, talking about the mines, you will get a big kick out of what I am going to tell you. One of our experts—and I mean an expert,—was recruited by one of the mine companies. When he appeared at the employment office they looked at him and said, “jump on to the scale,” whereupon they said, “you are four pounds too small for us. Four pounds too small for us.”

Some hon. Members: Hear, hear,

Mr. Nusca: He was rejected because of that.

Mr. Brewin: He should have put on those four extra pounds.

The Joint Chairman Mr. Langlois: Do you have any further questions?

Mr. Dinsdale: Mr. Nusca, I take it that most of the Italian immigrants are drawn from the rural areas of Italy.

Mr. Nusca: I would say about 90 per cent. You are right.

Mr. Dinsdale: If that is so, why do they concentrate in Montreal, Hamilton and Toronto when the promised land of western Canada is wide open for them?

Mr. Nusca: Because it is not publicized—it is not publicized to these people. As I said before to Mr. Munro, the individual goes where he can find friends or, perhaps, where he can assimilate or adjust himself as soon as possible, in the shortest possible time. If we told these people that the opportunities in Winnipeg were just as good or perhaps almost as good as Toronto, I would not be a bit surprised if you had a flock of immigrants going there. You know, it is just like links in a chain one links with the other.

An hon. Member: Yes.

Mr. Nusca: It is not publicized, and the people are not guided. That is the only reason that I can see.

Mr. Dinsdale: Now, when you say they are not guided or not informed, by whom are they not informed?

Mr. Nusca: They are not informed by perhaps the consular authorities.

Mr. Dinsdale: There must be an eastern bias there.

Mr. Nusca: I figure we spend many millions on these things, but we do not have a public relations office with the exception of the provincial government which opened two or three public relations offices, one in Milan and I believe one in southern Italy.

Mr. Dinsdale: This was the Ontario government.

Mr. Nusca: Yes. They have a problem. They need people in here and they need them very badly. People go there to seek information, and are told where to go, why they should go there, and so on. To my knowledge, from a federal point of view, we do not have anything like that.

The Joint Chairman Mr. Langlois: Excuse me. I wish to remind the Committee that we are away behind our schedule. We still have a very important witness to hear and discuss his views and I would ask the co-operation of the members to complete their questioning of this one as soon as possible.

Mr. Dinsdale: I shall be quite brief, Mr. Chairman. Thank you.

Now, you mentioned that the White Paper proposals are technical changes rather than changes in principle. Could you elaborate?

Mr. Nusca: Yes. Perhaps, by reading pages 19, 20 and 21, it would perhaps help our

Chairman and perhaps help you too: this is the old White Paper to me, to my knowledge. This is where all the peculiarities and problems are, right here.

An hon. member: Is there no solution to them?

Mr. Nusca: Absolutely. If there was no solution we would not be here today.

Some hon. members: Hear, hear.

Mr. Nusca: In your district you have a lot of Italian voters and you know that this is the problem. Mr. Munro knows that also, that this is the problem. I believe these gentlemen here have also known that this is the problem.

An hon. member: That is why we are here.

Mr. Haidasz: We are all joined here to listen to your suggestions.

Mr. Nusca: Exactly.

Mr. Dinsdale: The words "explosive growth" and "growth potential" are used in the White Paper. Do you think it is necessary to exercise this sort of control over sponsored immigration in the light of the experience of the Italian immigrants? For example, have they had welfare problems or has there been a high level of criminality, or that sort of thing?

Mr. Nusca: No, criminality is absolutely out of the question: 100 percent out of the question. I know this because I can give you figures and facts due to my background in Interpol—international police. Perhaps I can enlighten you there. So that is out of the question, unless you have specific questions.

Mr. Dinsdale: In other words, you would say—

Mr. Nusca: That should not be a reason for barring these people from coming to Canada. That is what I would say.

Mr. Dinsdale: Do you feel that the Canadian economy and the Canadian society is able to absorb any potential?

Mr. Nusca: It would help us to create our own markets, our own consumption. If we had the foresight of building our country up to about 50 or 60 million people, it would be a blessing for Canada. It would be a blessing for Canada.

An hon. member: Right.

Mr. Nusca: We would solve many, not only economical, but also social problems. This is

going to limit everything, even the 18 million people here now.

(Translation)

Mr. Prud'homme: I have two questions, Mr. Chairman. What are the relations of the Toronto Italian community with the Montreal Italian community?

Mr. Nusca: The Montreal community has the same information as we have here today.

Mr. Prud'homme: Do you think there could be a Committee organized which would represent a great community? There are 160,000 of Italian origin in Montreal, and 300,000 here, this would make a total of 500,000 in all, in these two cities.

Mr. Nusca: Among the presidents of the Montreal Association...

Mr. Prud'homme: I just want to give you the opportunity of speaking in French.

Mr. Nusca: We had two meetings to study the main points of the White Paper.

Mr. Prud'homme: Second question. Do you think in view of the work—I cannot check this but I take it for granted—in view of the work that the Italian Community in Toronto has done—

Mr. Nusca: We only organize.

Mr. Prud'homme: But in view of the work done by you with your people...

Mr. Nusca: We could continue, but we would have to get assistance.

Mr. Prud'homme: For nothing? Do you think you could increase your services to the Italian Community, because, the whole of the country's economy would benefit, if you received federal government aid?

Mr. Nusca: We could continue, but we would have to get assistance.

Mr. Prud'homme: Could you not suggest to Mr. Dinsdale that perhaps the Western Provinces could open new tourist houses in Milan, Rome and Venice as the Province of Québec, which has finally awakened up has done?

Mr. Nusca: Not tourist houses, but rather commercial agencies.

(English)

Mr. Prud'homme: A commercial agency. I think it would be beneficial to everybody if every province would take the initiative; they are allowed to open immigration offices, but

they do not. Ontario did it and look at the results. Quebec just waits for that class, thank God.

Mr. Nusca: They make sure that the offices there are bilingual. They make sure that the officers in those districts are bilingual, to attract the good prospects, and this also applies to industries.

Mr. Prud'homme: Would you suggest that the Committee recommend that the western provinces open offices there?

Mr. Nusca: Absolutely.

Mr. Prud'homme: On a trial basis it could be done.

Mr. Nusca: Absolutely.

Mr. Prud'homme: I do not want to open a debate on it.

Mr. Haidasz: I should like to ask the witness a question or two based on his brief, subsection (e), about sponsored immigration. Most of my representations from Canadian citizens of Italian origin in my riding come from those who wish to sponsor either their married nephews who are 21 or over, or their first cousins. It is very heart-breaking for me because, as an example, last night we were supposed to hear Father Perna, who is receiving many representations in the area of St. Helen's parish, but he had to go to Ottawa this morning to act as a sort of counsel for one of these cases.

My two questions are, is there anything or any body in the Italian community here in Toronto that would provide free counsel to these immigrants or prospected immigrants in order that they may have proper defence when they appear before the appeal board in Ottawa. Secondly, as far as the White Paper is concerned, referring to subsection (iv) of section (c), paragraph 47, page 21 of the English section, the restriction in the category of sponsorable immigrants limits them to only unmarried nephews or nieces under 21.

Many of these cases are nieces and nephews over 21 or first and second cousins. I would like to hear your views on this.

Mr. Nusca: Well, we were discussing this before, Dr. Haidasz, and first of all, I would like to congratulate you on the wonderful job you are doing in the district. We know about it and perhaps we do not say very much about it, but we do appreciate it.

When we say, re-appreciation of sponsored immigration, exactly what we try to bring to

your attention is that you, perhaps, ignore (iv) completely. We know these sponsored people coming here are not going to cause any problems to anybody. You know it perhaps even better than some of the gentlemen here because you are with these people. Mr. Munro knows the same thing. How many welfare cases do you get, Mr. Munro, in your district?

Mr. Munro: Oh, I get a fair number, but they are by no means all from one group.

Mr. Nusca: One group.

Mr. Haidasz: Well, I can only say—

Mr. Nusca: This has no grounds or reason for being here at all.

Mr. Haidasz: Well, I agree with you and many of my colleagues support your views, and we wish to assure you that we are going to fight it in our further Committee meetings and in our report.

Mr. Nusca: Thank you, Dr. Haidasz, and I am sure our community knows about it.

Mr. Régimbal: I have a supplementary question just on that point. Are these suggested regulations being applied now?

Mr. Nusca: No, not to my knowledge. Perhaps they are, if someone has an application within this group, they are holding up the application; not clearing the passages. I am suspicious; I have no facts to corroborate my statement.

Mr. Munro: I just want to ask a question on one thing that was not brought out. As I understand it, one of your principal objections—you have not brought it up—is this, and I think you would want it on the record. From my experience with your association, you are not very happy about the Canadian citizenship qualification for sponsorship in paragraph (d). You have not elaborated on that at all.

Mr. Nusca: Mr. Munro, it has no grounds for an intelligent reason.

Mr. Munro: In other words, you consider it an arbitrary—

Mr. Nusca: It is absolutely arbitrary and unnecessary, also. It is very unnecessary.

Mr. Munro: If anything, what would you consider as a substitute? Would you consider—

Mr. Nusca: A single family which is established, where the breadwinner is employed

and has enough to share with the prospective immigrant.

Mr. Munro: In other words, the only qualification you would put on it would be that he be a responsible resident of Canada and is solvent—

Mr. Nusca: Right, let him come.

Mr. Munro: All right. There are two points which I think should be brought out. As I understand it, with respect to the proposed new immigration appeal procedures, I would think—this covers Mr. Brewin's point—the Italian community is certainly satisfied with this innovation, that a sponsor can now appeal the decision of the immigration department, saying that the sponsor does not have adequate means of sponsoring the person he wants. You can now appeal that decision—

Mr. Nusca: Yes.

Mr. Munro: —under the proposed legislation and obtain the reason that heretofore you have been denied. Presumably, you are happy with respect to that innovation?

Mr. Nusca: Yes.

Mr. Brewin: Are you happy that it has been excluded from the so-called security cases?

Mr. Nusca: I guess so.

Mr. Brewin: I do not think—

Mr. Nusca: There is no problem in that part of our discussion, but I would go along with—

● (12.20 p.m.)

Mr. Munro: There is just one other thing that I think you have not been very specific about and I just wanted to ask this question. Despite this, as you call it, arbitrary limitation regarding Canadian citizenship which you take objection to, in a sense the sponsorable group has been widened by allowing on sponsor, if a Canadian citizen, but forget that Canadian citizen for a moment, because the Committee may very well make a different recommendation in that regard, unmarried nephews and nieces under 21. Heretofore, we said that a sponsor cannot bring a nephew or niece unless they are orphans, so this is an improvement in that limited respect over the present situation, in that now, irrespective of whether orphans or not, they can be sponsored. I think you would agree with that. My next question is what are your observations about the limitation on 21?

Mr. Nusca: The same statement that I made in regard to adults here. I do not see any reason for that limitation, Mr. Munro. I should say, any justification for ending this requirement.

Mr. Munro: Then, one last question. There has been considerable talk, and the Committee will have to give consideration to this business of immigration coming in and endeavouring by incentives or some other means to direct them to certain areas of the country, whether it be in the agriculture industry as rural workers or in the mines, and so on. Now, why is it that even during periods—I am talking in the relative sense—of unemployment, say, 1960-61, as a period of unemployment, in the urban areas, there is a reluctance on the part of new immigrants to go and work in the rural areas and in the mines. You have lived with them.

Mr. Nusca: Were they given the opportunity of going there? Were they asked? Were they guided, Mr. Munro? Not to my knowledge. It has been left entirely up to the immigrant himself and generally when the immigrant is out of work it is the same time when the farmers are not working and it is the winter, so you do not need them in the rural areas.

The Joint Chairman Mr. Langlois: I understand this concludes the evidence and on behalf of the Committee members I would like to thank Mr. Nusca for his appearance this morning and his worth-while contribution to the work of the committee.

Mr. Nusca: Mr. Chairman, I would like to thank you and your Committee for the importance you have placed on this project, and I am sure you will do justice to it. Thank you, gentlemen.

The Joint Chairman Mr. Langlois: We will come back at two o'clock.

Some hon. Members: Agreed.

The meeting is adjourned.

AFTERNOON SITTING

Friday, 17 February, 1967

● (2.00 p.m.)

The Joint Chairman Senator Langlois: Gentlemen, we have a quorum.

I am going to invite Mr. Jarmicki who is the National President of the Canadian Polish Congress to come to the witness stand with his group.

Mr. Jarmicki, would you be kind enough to introduce your group.

Mr. Zygmunt Jarmicki (National President of the Canadian Polish Congress): Mr. Chairman, members of the Special Joint Committee of the Senate and House of Commons on Immigration, it is my pleasure to introduce you to members of our Standing Committee on Immigration of the Canadian Polish Congress.

To my left is Mr. Georg Grodecki, Mr. T. Glista, and Dr. Z. Przygoda.

The Joint Chairman Senator Langlois: Now, would you be kind enough to give us a brief outline of the basis of your presentation.

Dr. Z. Przygoda (Vice President, Canadian Polish Congress): Mr. Chairman, the brief was submitted yesterday and I believe most of the Committee members have had occasion to read it. Possibly the one point which we made, in making a recommendation based upon the White Paper which is under discussion, is the fact that even though the White Paper looks upon immigrants coming to Canada on an undiscriminatory basis, we as an organization representing quite a substantial community feel that it is discriminatory. We feel that the whole brief is fairly well laid out except that in Section 96 it does discriminate against our community and other ethnic communities.

It is for that reason that we proposed that a paragraph be added after Section 96, which is on page 7 of our brief, and it probably sums up our thinking and our reason for making the presentation. This addition is this:

It is recommended that in countries, notably those within the Communist part of the world, where the adequate screening of prospective immigrants is not possible by Canadian authorities or where these authorities cannot place reliance on information obtained from local authorities and where the prospective immigrant would normally qualify as a non-sponsored immigrant under the recommendations of the White Paper, that the rules of sponsorship be enlarged and that this prospective immigrant, his wife and children under the age of twenty-one, be allowed to come to Canada if he is sponsored by an uncle, an aunt, a grandparent or a first cousin.

We also recommend that the Government of Canada establish a permanent Immigration Office in Poland to overcome the desperate lack of facilities which has

existed for the past ten years and grows more acute yearly.

In our conclusion, we try to sum up our feelings:

It has been our contention that the best immigrant for Canada is the young educated person who, together with his family, could easily adjust to our environment and make a substantial contribution to our country. The fact that his present environment in Poland is stifling makes him a prime prospect for Canada. The majority of these prospects do not fall into the present sponsorable class nor will they be permitted even to apply under the present recommendations.

Based on paragraph 96.

They include doctors, architects, architectural draftsmen, technicians tradesmen (mechanics, machinists, tool die makers, fitters, etc.), all skilled men but not falling into the present sponsorable class.

Our recommendation goes along these lines:

—let them qualify on their merits and be sponsored by a Canadian citizen who is a close relative. We feel this addition to the White Paper would in no way change its intention but would solve a problem that needs solving.

We have added many tables to show the population breakdown, to show the type of education at this time being given to people in Poland. We feel that Canada should be the main beneficiary of immigration from Poland. Our biggest problem, I think, and the problem that lies before the Committee when discussing this proposal is in the area of security. Whether or not we wish to get involved in the question of security it is a basic problem when talking about immigration from behind the so-called iron curtain. We try to point this out in Section IV of our brief on page 5 and we certainly would appreciate the views of the Committee—we put our views forward—and a discussion in this area.

I am finished for the time being, Mr. Chairman.

Mr. T. Glista (Canadian Polish Congress): Mr. Chairman, before I enter further discussion of our submission as a matter of form I would like to raise one point. We represent not only the Polish population in Toronto but we are a so-called ethnic group. As you know for ten inhabitants it is proved by federal statistics seven are not of Anglo or French

origin in the Metropolitan Toronto area. I would like to call attention to the Chair that the Ethnic Press Federation was not invited to this meeting, a press that represents eighteen papers with a readership of about half a million. We are lucky today to have Mrs. T. Knott at the press table to represent this federation and the Polish Voice and the Polish Weekly. I would ask the Chair to formally recognize her presence and also to assist her in providing her with all documents pertaining to this discussion so that she will be able to compose a press release for all ethnic papers in the Metropolitan Toronto area.

The Joint Chairman Mr. Klein: A point of information: did you say that they were not invited to be here?

Mr. Glista: Yes, sir.

The Joint Chairman Mr. Klein: They were invited to appear.

Mr. Glista: In any case, a representative of the Ethnic Press Federation is here and we would certainly appreciate the committee giving to her all documents of proceedings and briefs submitted by various organizations so that this federation could compose a brief and a press release because these are vital questions to all ethnic groups and to all Canadians in the Metropolitan Toronto area.

The Joint Chairman Mr. Klein: May I say publicly, I think, on behalf of the Committee that we would very much welcome the ethnic group press to appear before this Committee, either in Montreal next week or in Ottawa, at any time that would suit the convenience of the ethnic group press.

Mrs. T. Knott (Ethnic Press Federation): Mr. Chairman, as far as I know we were invited to Ottawa but we had no idea about this meeting here today and only through the Canadian Polish Congress we have learned about this meeting and this is why I am here.

The Joint Chairman Senator Langlois: We are sorry that you were not informed of this meeting in Toronto, but we are very pleased to have you here with us and we are going to supply you with all the documentary information that you wish to have. May we know whether you will come to Ottawa or Montreal with us?

Mrs. Knott: Well it is up to Dr. Przygoda to decide, it is not for myself.

The Joint Chairman Senator Langlois: Will you take back our sentiments?

Mrs. Knott: Certainly. I will. Thank you very much.

Mr. Glista: Thank you, Mr. Chairman. Now coming back to our submission, I would like to point out that our submission deals with sponsored immigration only. The question of unsponsored immigration will be dealt with by the Association of Professional Engineers who are members of our congress. The reason we gave the preparation of this brief on sponsored immigration to the Association of Polish Engineers is that this question of sponsored immigration deals mainly with technicians and skilled labour. This is why we felt that they are specialists and they, as a matter of fact, prepared a draft and we ask you, Mr. Chairman, and this Committee, for a hearing in Ottawa at an early date at your convenience for the Association of Polish Engineers, members of this congress, and for a representative of the Polish Congress.

The Joint Chairman Senator Langlois: Do you have any idea, sir, as to the approximate date that your brief would be ready for distribution to this Committee?

Mr. Glista: Mr. Chairman, in accordance with a letter we received from the secretary of this commission they are trying to submit all briefs by February 28 and they will submit in writing in a similar form like this brief by February 28 to your office in Ottawa.

All we ask today is for you to give us a date for our brief which will be submitted not later than February 27.

Mr. Munro: Is the Association of Engineers located in Toronto or Montreal?

Mr. Glista: Well, the head office is in Montreal but they could operate these offices in other parts. We have a draft right here but it is not for publication. It has to be approved by our congress and we would prefer—I understand your next meeting will be in Ottawa—

An hon. Member: No, Montreal next week.

Mr. Glista: But we will not be ready by next week. We need time to print it, to translate it into French and any date, February 20, or after will be very convenient to us.

The Joint Chairman Mr. Langlois: We will be very pleased to give you a date as soon as we can arrange a schedule and we will try to give you plenty of advance notice.

Mr. Glista: Thank you, Mr. Chairman

Mr. Roxburgh: In your recommendations on page 7, in the second paragraph, you state with reference to the recommendations of the White Paper,

—that rules of sponsorship be enlarged and that this prospective immigrant, his wife and children under the age of 21, be allowed to come to Canada if he is sponsored by an uncle, an aunt, a grandparent or a first cousin.

That is, you want that added to the present regulations.

Mr. Przygoda: Yes, sir. May I point out the reason we are adding this paragraph is the fact that paragraphs 95 and 96 exclude all this type of immigration, and therefore by excluding it, because of the fact that they cannot check the background, we would like this added so that a man who can qualify as a non-sponsored immigrant anywhere else in the world—

Mr. Roxburgh: As a non-sponsored immigrant.

Mr. Przygoda: —as a non-sponsored immigrant anywhere else in the world, even though the fact of security is going to hold him back, therefore allow a first cousin or an uncle to sponsor this man and allow him to come to Canada because it is this type of person that Canada primarily needs.

Mr. Roxburgh: An office is being put into Poland; I do not know just exactly when it is actually going to go into work there, but we definitely have an agreement with the government there now to have an office in Poland. That will help to process things a little faster, but until that is done, or even after it has been done, the onus will be put on the sponsor here in Canada and not on the individual because we have not got their records. Therefore if you decided you wanted to bring your parents out or your brother or sister the onus would be on you. What do you think about that?

● (2.10 p.m.)

Mr. Przygoda: Well, I think we point out in our brief at present, on page 6, the second paragraph:

—there appears to be no reason, however that prospective immigrants for whom security clearances are waived (immediate relatives)—

A brother bringing a brother, they waive these security checks—

—are potentially less of a risk for security purposes from the Canadian point of view than are other prospective immigrants.

For instance, a first cousin. I can cite a personal example. I was in Poland this past year and I have approximately forty or fifty first cousins, and like Europeans they refer to me as brother; not a matter of first cousin, it is a brother. They look upon this as a close family. Of these people, approximately forty per cent have university or equal training, forty per cent are tradesmen, and the other forty per cent are various, but they do have a good background in education. A portion of these people would be interested in coming to Canada. Not all of them are interested in coming—we must not take that as a criterion—but a portion would be interested in coming. At present I cannot sponsor them. My mother cannot sponsor them. My mother could sponsor her sister and she would come and stay here for a period of time and then sponsor her children but this is not solving the problem of immigration. This is just trying to circumvent or create a situation where you could bring these people in. We want the young people. I would not even recommend that my mother bring her sister over who is plus sixty. She would not adjust. She would have trouble becoming a Canadian in the next ten years; whereas her children who are my first cousins could be productive in a very short time. We have examples of this unfortunately or fortunately. Many people who have come for visits—young people—have decided to stay in Canada. They have been permitted to stay and I can point out with pride that these young people have become good citizens. You do not find their names on relief or tax rolls, or what have you, they pay taxes. I have a cousin who is here two years and has paid over \$1,000 in income tax, a girl who is nineteen years old. She is productive and she works hard and as far as her thoughts on our way of life are concerned, she has fitted in so fast that you could not tell the difference between her and anybody else.

Mr. Roxburgh: I do not think you need to do a selling job on that to this Committee. We are 100 per cent behind your thinking. The only thing now I want to get is this and then I am finished. These people could come unsponsored; they have the qualifications. Therefore, why hold them up through sponsorship, but they would be better off all the way through if they were under sponsorship

rather than, shall we say, just coming as individuals because they have a harder job to qualify.

Mr. Przygoda: Well, the point is that the unsponsored, if they qualify as unsponsored under Sections 95 and 96 they could not come. So let us put the onus on the sponsorship, let us give some sort of cohesion and the idea of the brief, in other words, the idea of having good quality people, is not broken in any way; it is just giving a special consideration for those countries that are behind the so-called iron curtain.

Mr. Roxburgh: Yes, well that is fine; thank you very much.

Mr. Munro: As I see it then, what you are saying is that you are quite happy, or the implication is that you are quite happy, that security screening has been done away with, with regard to the sponsorable group—close relatives. You are happy it has been done away with there, you are unhappy that it has not been done away with regard to those people who wish to come on their own without being sponsored. Is that right?

Mr. Przygoda: Well we are unhappy, yes. We are realistic in the fact that the problem of security is not one that just came up this past year or two. The problem of immigration from Poland has been going around in circles since 1956. Pre-1955, Poland was not letting anybody, or very few people out of the country. Canada would accept the dribs and drabs that were allowed to come out. After 1956, the situation changed and it seemed that the rules then were applied. If you were a close relative, meaning brother or sister, mother or father, son or daughter, then the screening was waived. But anybody further than that could not come under any circumstances. We would like to see the problem of security looked at realistically.

Mr. Munro: Regarding the sponsorship categories as set out on page 21 of the White Paper, all security has been waived with respect to those particular cases. That is an improvement, such as it is. Do you agree with that?

Mr. Przygoda: Well it is an improvement, but we would like to see it expanded considerably.

Mr. Munro: Right. Now the White Paper, of course, does not suggest that we are not going to waive the security restrictions on the unsponsored group. All it says is that prior to

any action being taken we are going to await the findings of the Royal Commission on Security. What you are suggesting is that we should waive the security on the unsponsored group right now and not wait for the findings of the Royal Commission.

Mr. Przygoda: Well, once again we are realistic in this that the Royal Commission on Security is going to be sitting throughout this year and possibly into next year and before their recommendations come before parliament a new Immigration Act may be enacted. If it is enacted on the basis of leaving this category also and saying we are going to wait until this comes through we may be into the next five years before we have any definite approach or idea on immigration from Poland.

Mr. Munro: So you are sort of suggesting as sort of a method to carry you over this transition period until the commission makes its findings, a method by which we could bring in the unsponsored group and waive security, and that is that in effect, whoever would qualify as an unsponsored immigrant, well then, let him be sponsored by a more distant relative.

Mr. Georg Grodecki (Canadian Polish Congress): Right. We would consider this an interim short term proposal.

Mr. Munro: Well, that is quite a constructive adjustment.

Mr. Grodecki: I think the word realistic is the one.

The Joint Chairman Mr. Klein: Would the Canadian Polish Association be ready to sponsor that person if it were possible to do so?

Mr. Grodecki: What do you mean?

The Joint Chairman Mr. Klein: The community—the ethnic community.

Mr. Przygoda: You are talking about the congress now, Mr. Chairman.

I assume that the congress would take this role on but as we have mentioned there are many, many people in Canada who are willing and able and I tell you sincerely that every time I visit one of our branches of any of the Polish organizations, after the meeting is over, there is literally a line up of people that come to me and they say. A niece and a nephew, can we bring them in? Why can we not bring them in? I am sure that you gentlemen receive letters from your constituents

along the same vein. I get three, four, five calls a week at home. My wife is almost sort of a semi-immigration office clearing these letters and sending them to whether it is John Munro, or Dr. Haidasz, or other members, MP's who are involved with these people, and these people cannot understand, if they are willing to sponsor a young person or a family, if they are willing to take on the full responsibility and this young person has a trade, he can fit into our society very quickly, they cannot understand why Canada does not want them or will not allow them to come. I can tell them that the White Paper reads this, or the Immigration Act reads this, but why?

Mr. Munro: Following along these lines, you realize that when you advance this suggestion as a sort of a method to carry you over this transition period that if the person who could qualify as unsponsored be allowed to be sponsored by whatever relative he may have in Canada, this, of course, would rule out the person who would qualify as unsponsored if he did not have any relative in Canada falling within the categories you have set out in the brief. You are prepared to live with that?

Mr. Glista: Mr. Munro, if I may say something on this subject, in private life I am a consulting engineer. We in the Canadian Engineering Societies are very much concerned with the fact that there is a lack of technicians and skilled labour in Canada and many engineers or many scientific workers, at present, instead of working in a position where they can use their scientific preparation for the benefit of Canada work as draftsmen or technicians, and if you look through the technical council reports, and so on, you will see this. Our submission states very clearly that in Poland, and based on statistics and figures that are attached to our submission, at present there are four times as many graduate technologists and skilled workers every year in Poland than in Canada. This is excellent material which could qualify under the category in our brief if we changed the White Paper and enlarged this sponsorship. Mind you, it is not a time to discuss the next submission of unsponsored immigration, because as I said before we will be having hearings in Ottawa. but we in our submission as engineers and scientists deal with this program of security in the next submission as well. So, this does not—

Mr. Munro: I am just talking about this particular brief at the moment. For instance, as I understand your submission, the engineer

who wishes to come to Canada and therefore would qualify as a non-sponsored immigrant, who does not have an uncle, aunt, grandparent or first cousin in Canada would not be allowed to come in.

Mr. Przygoda: Right, and I just might add further that the question was asked whether the Canadian Polish Congress would sponsor such people; under special considerations. I believe that some of the churches may and some of the organizations would be happy to do this and sponsor them if they know enough about the background of the man, of course. But, Mr. Munro, when you ask whether we are prepared to live for a short period of time until the Royal Commission comes out with its hearings with an enlargement of sponsorship, believe me, it would certainly improve—

Mr. Munro: No, that is just the point. Just to get it straightened out, what you are suggesting here really is not an enlargement in sponsorship, it is really not.

An hon. Member: Sure it is, sure it is.

Mr. Munro: Let me finish. I am just asking for clarification, I am not agreeing or disagreeing. What I understand is that you are saying that the people that fall outside of the sponsorable groups as set out in the White Paper, be treated as unsponsored, but that if they have these people in Canada during the period of transition, they would be allowed to come in.

So, in other words, you are just saying use the technique of sponsorship and apply it to the unsponsored group during this short interval. Now, you shake your head in agreement and I think that is a good suggestion. But what I was coming back to is that my understanding was always that the Polish Canadian Congress have felt that the sponsorable group itself, the sponsorable categories, as set out on page 21, are too narrow and that it itself should be widened on a permanent basis and if this were widened and as we know the security screening is going to be dropped for sponsorable people, then a lot of your troubles would be obviated. My understanding is that your particular objection was to the limitations, for instance, in paragraph 47 (c) (iv).—unmarried nephews and nieces under 21—although I think you will agree that this is an improvement over the present situation where it would have to be an orphaned nephew or niece. My understanding is

that you are not happy either with the qualification of 21 or the qualifications of unmarried. Is that correct?

Mr. Przygoda: This is correct. From the aspect of under 21, this automatically would exclude all males, since Poland has a rule where they must finish compulsory military training and this goes to age 21, and most of these boys must do this before they can be allowed out of the country, unless they are minors, and so this would automatically exclude all males under 21, even though Canada allows them, but practically they could not get out, so only the girls would be coming out under age 21, therefore this does not really solve the problem for the community.

I would like to point out that in submitting this paragraph the word realistic was used. We followed the White Paper very closely; we tried to make our recommendations based upon what we feel is going to be the realistic approach of the final draft. They feel that these people in Poland are security risks and we know that the biggest stumbling block in the whole problem in immigration from behind the Iron Curtain is the attitude of our security police. I bring this up as a fact and this is why we try to tie in the sponsorable and the qualifications, and they can be sponsored. Let them in for the interim period; let the Royal Commission on security—

Mr. Munro: I do not say this with any sense of criticism, but I think we are well aware of your feelings on security and the situation in Poland and I think there is a good deal of sympathy for you on this point. I am just trying to restrict my remarks to sponsorable categories, forgetting the implications of security at the moment. This is your principal objection; this limitation on nephews and nieces. You would like it nephews and nieces and the family, period, without the qualifications of "unmarried" or "under 21"

Mr. Przygoda: Right.

Mr. Munro: And would you be reasonably content with that enlargement?

Mr. Przygoda: And first cousins.

Mr. Munro: As you will see, the sponsorable group has been broken down in the White Paper into two categories. It is widened for those who are Canadian citizens as distinct from those who are not. Somebody of Polish descent who is a Canadian citizen has greater privileges with respect to sponsorship than somebody of Polish descent who is not a Canadian citizen. What do you think of this?

Mr. Przygoda: There is one point, that I think the Committee should be aware of and that is where it creates hardship, and it has created hardship in many cases. One case in point: a family came to Canada, sponsored by a brother, a brother sponsoring a brother. They could not bring their son with them because their son was 19 and eligible for military training. They left their son with the idea that after two years they would bring him to Canada; he would follow. Subsequently he has been refused admission. He finished his training; he is now released from this; he is 22 years old and he has been refused admission because the parents are not Canadian citizens. This has happened, and I do not know if that is the reason, but he has been refused, but—

Mr. Brewin: That is not the reason.

Mr. Przygoda: Well, could we have the reason.

Mr. Brewin: We are not administering this type of—

Mr. Przygoda: I know this, but he has been refused and here is a chance; he could have come when the family was coming as a unit. Today he cannot come, and this is a hardship. I believe that if we are uniting families, especially the close families, that it should be weighed; a Canadian, I should not say Canadian, it was an immigrant who is not a Canadian.

Mr. Munro: In these parts it is weighed, where they are very close; where they are insisting on it is in the enlargement, nephews and nieces and so on. You object to this qualification even with regard to the enlargement of the sponsorships.

Mr. Przygoda: We do not object to this.

Mr. Munro: If I might comment, Mr. Chairman, I would say a very great percentage indeed of the Polish community in Hamilton are Canadian citizens. I would think that this would not be a notice requirement at all with respect to the Polish community.

Mr. Przygoda: This is no problem: the five year wait to become a citizen and then sponsor a niece or a nephew is no problem; they can wait this period of time as far as we are talking about Poland now.

Mr. Régimbal: Mr. Chairman; I notice your brief is apparently more particularly interested in the specialized and the skilled workers. Is this because you have no particular con-

cern about the non-skilled, or is the non-skilled worker not a factor as far as possibility of immigration is concerned.

Mr. Glista: In answer to this, the situation in Poland is such, and it is proven by trades that the majority of prospective immigrants have trades. First of all, there is in Poland—

Mr. Régimbal: You mean people who are interested in coming, not according to regulations that exist.

Mr. Glista: This is correct. They have all trades; they are either highly trained professional people, but the majority are highly trained skilled workers, or technicians or technologists and so on; and even if he is not highly trained, he has at least public school education, which is on a very high level, and we can see this when such immigrants arrive. Their children, 13 and 14 years old who come here to the Toronto Public schools very quickly go to the top of the class, because the educational level in Poland is very high. That is why we attached this table, to prove to you, gentlemen, that the type of emigrants that Poland has is very interesting for Canada. We, gentlemen, are Canadians and our standing committee on immigration of the Canadian Polish Congress had this in mind at all times: how we can benefit Canada by improving this White Paper. That is the reason why we are here.

Mr. Régimbal: But are you implying that the paying of closer attention to the non-skilled workers would not improve Canada to the same extent. Are we to be concerned with the non-skilled, because the question has come up before. Are there non-skilled people who are interested in coming?

Mr. Przygoda: There probably are non-skilled, in other words, non-trained, that would be interested in coming to Canada. I believe there have been submissions earlier today and yesterday on behalf of people who do not have the skilled qualifications, but when we concern ourselves with the White Paper, we concern ourselves primarily with our community whom we represent and we do not feel that there is a problem with the non-skilled worker coming to Canada from Poland since the majority of them have a minimum of grade 8 education and higher. They do not go in for the high schools as we have here for general training. Everybody gets a trade. They are streamed in and they finish and they have these qualities which we require in Canada.

Mr. Grodecki: I would like to add something to this. The percentage of unskilled people in Poland is very rapidly decreasing and the skilled manpower is on the rapid increase, and these young people are really interested in emigrating and these are the people that Canada needs.

Senator Pearson: I would like to ask Dr. Przygoda a question. You said that the educational abilities of the people from Poland, the boys and girls from Poland, is very high and as soon as they come to Canada they go right to the top of the class. The question is, is the education in Poland state education or religious education. Is it controlled by religious bodies or by the state?

Mr. Glista: I must answer this question this way, Senator, that at the present the state is the governing factor in education; but it is a known fact that in Poland the religious upbringing is the basic factor in the education of young Poles or young Polish women. The church has always played an important role in Polish life and no communistic regime can eliminate this; these are not only people that are technically highly trained, but they have a very serious ethical religious upbringing which has a tradition of a thousand years.

Mr. Munro: If Mr. Régimbal does not mind, just on this point; I take it from what you said to Mr. Régimbal that you do not object too much to imposing this emphasis on educational skills as far as Poland is concerned, because almost across the board the Polish people have the minimal educational requirement set out here, and in most cases far exceed it.

Mr. Glista: That is correct.

Mr. Munro: The second reason, I take it, that you have no objection is that my understanding is that there is a fairly wide underutilization of educated and skilled people in Poland.

Mr. Glista: There is a definite surplus of educated and tradesmen in Poland at the present moment. Poland spends a terrific amount of money on educating the young people. This was the policy of the Polish government up to 1945; because of the war years, they put more emphasis on education, and they have produced a surplus of skilled people and college graduates.

Mr. Munro: Do you find it difficult to reconcile this with the fact that the Polish gov-

ernment at times seems reluctant to let these people go, even though they are under-utilized.

Mr. Grodecki: Yes; they are reluctant because they spent a lot of money on educating these people, but they thought that the economy was going to keep up with the new supply of skilled people: Unfortunately, the economy did not keep up and a surplus developed.

Mr. Dinsdale: May I have a supplementary. I notice that 47.2 per cent of the Polish people are engaged in agriculture. Would this be of a highly skilled nature?

Mr. Przygoda: This would be the older generation. These would be the people that I talk about: my mother's brothers and sisters, the age group running between 50 and 70. Their children, however, have left the farms, as is happening here in Canada. They have gone into the cities; they have received the education and you have the older people managing the farms and not leaving them, the younger people are now swinging—Polish pre-war was primarily an agricultural country; it is swinging away from this rapidly at this time.

Mr. Dinsdale: The Polish immigrants in the past have made a great contribution to agriculture in Canada, and you do not feel that there is a potential pool of immigrants from that source today?

Mr. Glista: I will say, sir, that the potential Polish immigrant who we are describing is of the nature of a skilled worker, and those skills are being looked for. Take, for instance the mining industry. This is tradition for many hundreds of years from father to son, and our mining needs such highly trained workers; those are not engineers or technicians; they are highly skilled tradesmen. He is a miner, and there are many like him, and then of course there is the category of young people who graduate from various trade schools and so on. I do not think there would be many of these that you have in mind, sir, who would be willing to work in agriculture; Yes; they are the tractor drivers, or people working with various equipment of course. You can extend this category; they are very good potential immigrants for our western provinces, because they know how to operate equipment. I do not see any reason why, if some farmer wants to have a trained hand to operate his tractor or his combine, he should not employ a Polish skilled worker to do this job.

Mr. Przygoda: In table 3: "higher education in Canada, comparison between Canada and

Poland"; under agriculture you will find that 7.8 per cent of the people who are attending school to study agriculture, are specialists in one form or another, and it is not a matter of would they not contribute. These people would come and contribute; it is a matter of capital to come to Canada and go out west, because to buy a farm is a matter of capital and this is one thing that they do lack. But I think there is a source, and a good source for the western provinces, of people who would be interested in immigrating; and skilled.

Mr. Régimbal: One last question. It is really interesting. On page 5 you refer to the political situation. You have already said what is put down here. You mentioned just a while ago that you know for a fact that these people have not been impressed or taken in by the communist politics. I wish you would elaborate on that, because you seem to be quite sure; I would like to hear more about it.

• (2.30 p.m.)

Mr. Przygoda: I visited Poland in 1958, for a period of six weeks and I visited Poland this past year. Our organization, one of the organizations that belongs to the congress, has charter flights going to Poland yearly, approximately three to five airplanes, to visit relatives. I met most of my relatives, my cousins, and we had frank discussions regarding the political situation in Poland and Canada and most people—I cannot say everybody—who go home for a visit, come back with the one impression; that unlike what we had heard pre-1956, that the schools were indoctrinating the young people, this is not true; the young people have been brought up, have had an education; they have a religious tie.

They have always been, as we point out, a western country; they look and lean toward our western ideals in art, in music, in all forms of recreation, and I can only say from personal observation, from my own family, which comes from throughout Poland, from one end of Poland to the other—they got together to meet with me; teachers, principal of the school, two doctors, an architect, an architectural draftsman, people who work on the farms, specialists—we discussed our political ideals and believe me, they look at Poland as their home. The political system is not to their liking; they want to change it and they are going to change it, and that is all I can add to it. Everything else would be superfluous.

Mr. Grodecki: I think basically the younger Pole at this present date in Poland is looking

for an opportunity to mould his own destiny. He is suffocating living within the present system in Poland at the moment; he would like to get out; he would like to mould his own destiny and this, I think, is the opportunity for Canada to give these young people who are eager to make money an opportunity to establish themselves.

Mr. Régimbal: Do they publish; do they put down those ideas in book form? Are authors able to produce as well as they can at home, or does the inspiration come from—

Mr. Przygoda: There are certain bounds within which they must stay when they are producing in Poland, but outside of Poland—

Mr. Grodecki: When a young tradesman or a college graduate finishes university or college or trade school he is sent by the government to a place of employment. In other words, he has to pay sometimes for his education. In other words, it is not a free society; people cannot change their jobs; they have to go to the place where they are sent by the agency or the government.

Mr. Glista: In answering this question may I add my personal experience; it is not based on being in Poland; I have not been in Poland since the war, but it is based on dealings with technicians and engineers that come to Canada, or they come on a visit and stay and are admitted, or they come as landed immigrants and because our association of professional engineers is interested they usually send those people to me to check their background on education and training. I can only say this, that those people are very pleased with our way of living in Canada and they are extremely loyal to Canada despite the fact that they come from a communist country, and they contribute to our way of living very well indeed. I have worked with about twenty engineers in the past three or four years and about the same number of technicians. Mind you, it is not a large number, but it is my own personal experience and so there are others who have had similar experiences. I can say only that the type of immigrants that comes from Poland is a form of highly skilled worker or technician or an engineer who is very ready to adapt very quickly to our way of living and he become a loyal citizen to Canada.

The Joint Chairman Mr. Klein: I think that you have not told us some of the facts, and that is that Poland was an ally of the western

world in 1939. You have not told the Committee that perhaps no country in Europe has suffered more as the result of the last world war, than Poland, and I think you have not told this Committee that the heroism of the Polish people in fighting, as they did in 1939, woke up the rest of the world to the dangers that you fought against as Polish citizens and your country, I think, is owed a great debt by the Western world. That is my opinion; because you indicated the real dangers that faced the rest of the world by your heroic struggle in 1939.

Mr. Glista: Thank you very much for your kind remarks.

Mr. Joint Chairman Mr. Klein: And I will say this, too, that the Polish people—and I am sure the parents are telling their children that it was the Molotov-Ribbentrop Treaty that destroyed their country; and I am convinced that if Poland lived geographically next to the United States as we do, Poland would be a democracy and not the kind of government that Poland has today. They are behind that Iron Curtain not by choice. But I want to say this, gentlemen: I am frankly amazed at these statistics. I am told that Poland has a population of 30 million people, and yet Poland is now educating 62,000 engineers and Canada with 20 million people is educating only 15,000 engineers. You are educating three or four times as many engineers as Canada. Can you give us an explanation for this?

An hon. Member: Other than that they have a totalitarian government.

Mr. Przygoda: The education is free for those who qualify. A person who has the abilities can get a state paid education from start to finish, with bursaries thrown in on top, and this is one of the reasons why you get this stressed, and the Polish people have always been interested in the engineering technical aspect of education.

The Joint Chairman Mr. Klein: Then there are the doctors that we are going to get according to this table. Four times as many doctors.

Mr. Grodecki: I think the Polish youth realizes that the only way to get ahead in this present age in to get a good education, and there is this eagerness to stay in school and to learn and to get more degrees and more technical training. This is very general, I was in Poland two years ago—

The Joint Chairman Mr. Klein: Let me give you my own opinion, with this I want to close

my questioning. I want to say that if the Canadian government took chances during the Hungarian revolution of bringing thousands of Hungarians without any security check, I would be ready as a Canadian to accept as many Polish people as we can accept without a security check because I think they would be to the advantage of Canada. We can do for Poland what we were ready to do for Hungary. This is my opinion.

Mr. Brewin: I just want to ask a question in relation to this security check. Do people from Poland find their way as immigrants, or as workers into other countries of Europe, such as Western Germany, and so on.

Mr. Przygoda: Mostly to France.

Mr. Brewin: In getting into France, do they have any trouble about security checks at all.

Mr. Przygoda: From what we understand, Poland has an unwritten agreement with France. We have heard there are literally hundreds of architects working in Paris—Polish architects, engineers, qualified people. They go to France, work; some of them return, some stay, but nothing in comparison to what an immigrant coming to Canada has to—

Mr. Brewin: In other words, France does not feel—I myself think it is an anachronism now—but apparently the French authorities do not feel that in inviting people from Poland they have to have some sort of an elaborate security check, which I suppose would be difficult in a country where the government is a communist government.

Mr. Glista: To answer this, France is very easy and I can say something on this subject, because I know France very well. I served in the French army and you have to understand that France is really a democracy. If you come from Poland for a visit and if you stay in Paris or in Calais or another city, you go to the police, you say "I stay" and you are given a temporary card. You can stay, and they watch you, they have a good police. They do not deport you, and then after a certain period of time, you get a better type of card, and then after another period of time you get a card of permanent residence. They do not deport anyone. They are really a democratic society and France is known for this. The French revolution established the principle and that is valid still today.

Mr. Brewin: I entirely agree with your implication that security checks are often incon-

sistent with a democratic system. I was wondering in that connection if you propose to make any representations to the Royal Commission on Security, because the White Paper, as you point out, has in a sense taken that subject out of the immigration field and say: well we do this because some security people say we ought to do it.

Mr. Grodecki: We have already taken the proper steps. We have appointed a committee that is going to present a brief to the Royal Commission on Security.

Mr. Brewin: I would like to add—I do not know whether you can either disprove it or accept it—that this security business, the fact that people are supposed to meet security tests, has been used as an excuse for refusing a democratic hearing, a proper hearing for all immigrants, not only from Poland, but from all over; that we cannot tell you why you are excluded because it is a security reason and it is hush hush. So if we can deal with the security problem, we may be able to deal, not only with the ability to get people from your country whom we need, but also with some of the vices in the procedure that we adopt in this country. Do you agree with that?

Mr. Grodecki: Absolutely. The congress and other submissions we make for the Canadian Polish community in this matter, because this goes even deeper than just immigration: it is the follow-up after an immigrant comes to Canada; it is the check on a Canadian citizen which sometimes is made before a sponsored immigrant is allowed. Many things tie in with this, and we are going to make some very strong representations and since the hearing is in camera we may use some—

Mr. Brewin: I agree with that, but I think you people are as well qualified as anybody to deal with this.

Mr. Ryan: I was wondering if the French give a work permit on simple request; what is the form there?

Mr. Glista: In principle no, but in France, as I said before, they are very—they look through their fingers, you see. I know many of my friends that came to France, they worked there and after a certain period of time they get connections; you know the French bureaucracy is very complicated; but finally you get your permit for work, temporary, mind you.

Mr. Ryan: You get a different coloured card.

Mr. Glista: Then after a while you get a permanent place of residence and you have the same rights as a French citizen. It applies to professional people, however. They have to write special exams similar to in Canada.

• (2.40 p.m.)

Mr. Ryan: It says that every second taxi cab you get into in Paris you meet somebody from some other part of the world.

Mr. Glista: This is true. Paris is really an international city.

Mr. Ryan: Taxicabs and their wives sometimes drive these taxis.

Mr. Aiken: Mr. Chairman, the questions I had have been pretty well covered but there is just one point. You have stated that your submission has been realistic as far as this question of security and sponsorship is concerned. But is it not a fact that right now, even before the Royal Commission on Security has sat or anything, you would be prepared to go a good deal farther even in the unsponsored immigrants and virtually eliminate the security check on Polish immigrants.

Mr. Grodecki: Most definitely. This is one of the reasons we submitted the statement, to show the tremendous potential, the tremendous source for Canada.

Mr. Aiken: You have not gone that far in your submission.

Mr. Grodecki: Not in the submission.

Mr. Glista: We have gone that far, sir, in the second submission which will be presented in Ottawa. We deal there with the unsponsored immigration and also with the sponsored immigration and also in the same paragraph 95 and paragraph 96 at large.

Mr. Aiken: Right at this moment—

Mr. Glista: Right at this moment we discuss only the sponsored class of immigrants. The unsponsored we will discuss in Ottawa in a special brief prepared by our specialists.

Mr. Haidasz: My preliminary remarks, of course, preceding the question would be first of all to thank the Canadian Polish Congress for presenting us with this very clear brief accompanied by very interesting statistical tables outlining the rich source, the tremendous pool of skilled immigrants that Canada needs today and which are available in Poland. My second remark is with reference to the last paragraph on page 7, where you recommend the establishment of a permanent immigration office in Poland. I think that you are now

aware the Minister has announced his decision to open an immigration office in Warsaw as well as in Belgrade, and that even the man who is to work for the immigration office in Poland has already been designated and will soon be going to Warsaw. I know that you will welcome this news. Thirdly, I want to say, as a member of parliament who receives many representations from Canadian citizens from across Canada asking for members of parliament's help or assistance to allow nieces or nephews or first cousins to come to Canada who are either already past the age of 21, or married, and therefore, do not qualify now and would not qualify under Section 47(4), that your brief, I believe, is definitely and exactly representative of the representations I have received. In other words it voices, I believe, the views of loyal Canadian citizens of Polish origin who would like to bring to Canada their nieces, nephews and first cousins who are either 21 or over and are already married.

My question, however, is this one. There are problems that we in Ottawa have to deal with and these are very often the problem of refugees, people who have left Poland on a visit or escape from Poland and find themselves in West Germany or Italy or France or England and would like to come to Canada. But even then their relatives who are Canadian citizens here are unable to bring them here because the present law requires that they either reside in that country for two years before their application will be taken under consideration or then again these people are told that they do not qualify because they have not got the appropriate sponsor close enough to them in blood relationship, or that they have not got the skill. My question, therefore, is does the Canadian Polish Congress consider recommending to our Committee to change the present regulation demanding two years' residence outside of Poland, even though they classify as a refugee before they can apply to the Canadian immigration office to come to Canada?

Mr. Przygoda: This can be covered and will be covered in the brief which will be submitted before the end of the month covering unsponsored immigration, in general refugees from other areas than Poland.

Mr. Haidasz: Fine, I will wait until then, Mr. Chairman.

Mr. Munro: On what Mr. Haidasz has raised, my understanding is the department gave evidence before the Committee that

somebody from an iron curtain country being Polish has to go and wait two years in the country he arrives in before he can come to Canada. That regulation is being abandoned.

Mr. Haidasz: I have cases on my desk—

Mr. Munro: Let me just finish. What he said was this. This did not have to be. The Deputy Minister gave evidence before the Committee that this did not have to be implemented through changes in the Immigration Act. It was an administrative procedure and the department would take two or three months from the time he gave evidence to get word out to all their officials, and so on, and get this change implemented. But within the next couple of months we have been given assurance by the department that this two-year rule is going to be done away with, abandoned entirely. That is on the record. The reason I am glad you brought it up, I thought that this was one of the things that could be said good about this immigration paper. It is one of the tangible benefits, rather than the subject matter for criticism, that this two-year rule is going to be done away with. I do not really feel it is necessary to have submissions on it since it there is already a clear statement of undertaking by the department that it is going to be.

Mr. Haidasz: I have one last question, Mr. Chairman, on the problem of visitors to Canada. Apparently there are more and more applications being turned down in various immigration offices in Canada now, where nieces and nephews or first and second cousins want to come to Canada as visitors and they are turned down. I want to hear the views of the Canadian Polish Congress on that policy?

Mr. Przygoda: This is not covered under immigration.

Mr. Haidasz: No, but it is a problem with which members of parliament are confronted.

Mr. Przygoda: Well, this is increasingly facing many, many of our membership and of the Canadian Polish community. They wish to bring over relatives for the world fair; we have found it takes three, six or nine months to clear a visitor's visa from Poland. Then sometimes it is turned down. Of course, a citizen cannot appeal; it is so highly technical. It is turned down and there is no reason given. We certainly are concerned about this. We did not submit this in the brief but we are concerned about the number of problems, the amount of work created to bring a person

over for a visit. I am presently bringing a cousin over for permanent residence. Her husband happens to have a brother in Canada. This was started last September and it probably will be cleared sometime this June. This is an immigrant coming over and we are doing this. If we want people for the Worlds' Fair, and I know many people trying to bring over their cousins, their friends for the Worlds' Fair for a period of three weeks, if we want them to come from Poland, I think the immigration department had better quickly take a look at the procedures in Poland. I visited our embassy. I was, sad to say, quite unhappy with the conditions. It is not something I am criticizing the government or the department for, I know they have difficulty getting space in Warsaw. They have extreme difficulty getting space. But the workers there and the number of them, if we want to process 2,000, 3,000, 4,000, 5,000 or 10,000 people for visits it will be literally impossible, physically impossible. It is something I do not know if this Committee is concerned with but we are concerned, increasingly concerned with it.

Mr. Dinsdale: There has been no let-up on this procedure for centennial year?

Mr. Przygoda: Not that we are aware of. In fact, it looks as if it is being heightened from the aspect of this, that many nieces, nephews or first cousins, coming for a visit are then applying to remain permanently and therefore short circuiting the immigration department's procedures. Now, because of this, they are then looking at the whole picture of visitors and trying to figure out which ones might stay and therefore refusing them before they come. This has happened.

Mr. Roxburgh: Prejudging.

Mr. Dinsdale: Has there been any attempt to impose security bonds?

Mr. Haidasz: We have an answer from the immigration office in Toronto demanding a \$1,000 bond from a Canadian citizen, my constituent, who wants to bring his sister-in-law and her child to visit Expo.

Mr. Dinsdale: This is a new development.

Mr. Haidasz: Well, I do not know whether it is new, but I have a case on my desk right now where a \$1,000 bond is demanded.

Mr. Brewin: I have a case where people were turned down and I offered them a bond, to induce them to hurry up I offered to give them a bond.

Mr. Glista: There is a big problem with that. The Italians and Greeks are all asked for bonds if they come as tourists now.

Mr. Ryan: A year or so ago I had a couple of cases where there were a couple of tourists who had had to pay rather large sums to the officials back in Poland just to get out just on a visitor's visa. One woman told me she had paid something in the order of 600 of our dollars to get a visa to get out of Poland on a visit here for six months or so. Now is this situation common?

Mr. Przygoda: I have been through this, now. To get a passport for a visitor, it costs them in the neighbourhood of 12,000 Zloty and this is in the neighbourhood of \$600. If you come as an immigrant this drops down to 1,000 or 1,500 Zloty but as a visitor some can pay in Polish money. Therefore Poland gets even by charging fantastically for the passports.

Mr. Ryan: This is not going to graft or—

Mr. Przygoda: Not that I have hears. This is a government procedure.

Mr. Aiken: I have one further question. The Committee has to consider immigration in total, let us say, from Europe generally and it is possible to devise a rule for people coming from Poland and another one for people coming from Lithuania. We have had representations from both. Last night we heard from the Lithuanians with a somewhat similar proposal that security problems are not really grave problems. We have heard that from you today. Now, I know you are only speaking for the Canadian Polish Congress, but can you give us any assistance on a general rule for iron curtain countries. We have to apply them and perhaps you could help because even though we may feel that from Poland there is no problem, perhaps the government might think from some other country there is. I would like to have your opinion on that if you care to give one.

Mr. Przygoda: I have a personal opinion. It happened to be in Czechoslovakia this summer and Hungary and found conditions in the three countries I visited similar and not similar. But the one similarity was that people were looking for a better life, be it in their own country, or towards the west. They realistically know what type of living we have. As far as the developments we have seen politically in the last six months to a year or two years on how the so-called satellite countries are breaking and going their own way,

this is a phenomena that we should take a close look at because each of these countries is motivated by the desires of the people for a better living. In most cases you cannot say there are more communists in Poland or less in Czechoslovakia. Proportionately the people want their freedom, their basic rights and they are going towards this. I think you could put pretty well a rule of thumb on all of them, more or less.

Mr. Aiken: Fundamentally, and probably even this applies to the Soviet Union, if people really want to come to Canada as immigrants, the dangers are very small in general of subversive elements coming.

Mr. Przygoda: We feel that if one of the countries want to put subversive elements or spies into our country, Canada, they do not have to use the immigration office. They will do it anyway whether we have immigration over or not.

Mr. Aiken: It think this is a good deal of the answer because when we do get cases of subversive elements there have been tremendously devious ways they have had of bringing people in. It has not been, to my recollection, through the straightforward immigration process.

Mr. Glista: One of the answers to your question is also the fact that the immigrants behind the iron curtain are staying here. They will not leave Canada. We are getting the type of immigrant from behind the iron curtain who will not go back to this red paradise. They want to stay here and work here and they will not leave. You know, there are some types of immigrants who come to this country and work for 10, or 15 years and go back to their country of origin. They take their money and go back to Europe and they are millionaires there when they change the dollars into currency of the particular country. But this type of immigrant from Poland or Czechoslovakia or Hungary stays here. They are productively employed Canadian citizens. They will not go back and I think you have to consider this other point in the deliberations of your committee on the matter of immigration from behind the iron curtain. Does that help you?

Mr. Aiken: Yes, very much, I think it helps a good deal.

Mr. Munro: The Congress has done a lot of work over the years for immigrants. What is your general impression here is Toronto with the type of service and co-operation you get

from the immigration department? What have you to say about that?

Mr. Przygoda: It is improving. I am not being facetious, Mr. Munro. In the past—I can go back eight or ten years to a personal experience, a cousin visiting had to go back to Poland; the R.C.M.P. came and said she had to go back to Poland. I got a hearing, but not a helpful hearing at that particular time, with the immigration department. Subsequently we have another cousin come and stay; this time the hearing this cousin got was just absolutely night and day. They were helpful. They understood the problem and they helped in any way that they could.

Mr. Grodecki: I think we get more complaints about the treatment they get in Poland, in Warsaw specifically. I think this is the—

Mr. Aiken: From Canadians?

Mr. Grodecki: From Canadian citizens.

Mr. Roxburgh: Does he mean the Canadian consulate?

Mr. Munro: Well because of lack of facilities. We are correcting that now. I am very glad to hear that Mr. Chairman, because in a way I think the immigration officials should be recognized for this, immigration into this country has jumped 200 per cent since 1963. We had 70,000—

Mr. Haidasz: From Poland it has not. It has been a thousand over the past 20 years, a thousand a year.

Mr. Munro: I know, I am talking about the jump to 200,000 this year. This is a 300 per cent increase, which is something I think we sometimes do fail to note when we are talking of the immigration department, the load they have to handle.

Just one other point I wanted to mention. I think Mr. Glista made reference to the question of visitors short circuiting the immigration procedures. They come over here as visitors and are desiring to stay. To be frank and realistic about the problem, I think you would have to agree that the real cure here is to broaden the sponsors responsible category, if possible, and do away with the security clearance. The answer certainly is not allowing perpetuation of this short circuiting because of the element of unfairness in it as far as the Polish citizen who is waiting in Warsaw, is

going through the normal channels is concerned, and all sorts of people jumping ahead of him in line by coming over here as visitors and staying. I think this is rather unfair.

Mr. Przygoda: Mr. Munro, we fully agree with this but it has been the only method. When I was able to get the cousin to come Canada, that was the only method that was applied and used. You will have to forgive us—

Mr. Munro: Until it is decided to change—

Mr. Régimbal: There was a 300 per cent increase?

The Joint Chairman Senator Langlois: This concludes the evidence—

Mr. Prud'homme: I am sorry, I would just like to make a request of the Canadian Polish Congress. You know in politics, we are always open to pressure. All I could say is that organized as you are, joining with all the other groups, like the Italians who were here this morning, I would just mention to you, that most of the committee here, I certainly, I do not want to involve the others, are very openminded. I am not only openminded but ready to do more than my share; in having pressure from you at this time will surely help us in our very important discussions.

The Joint Chairman Senator Langlois: Thank you, Mr. Prud'homme, we will call you as a witness next, I think. Now, is it the wish of the Committee that the submission of the Canadian Polish Congress be printed as part of the record?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: I am told that this morning I forgot, though I disagree with the secretary, to have a similar motion in regard to Mr. Nusca's submission. May I have an over-all motion to cover both of them. Agreed.

Now it is my pleasure to thank, on behalf of the Committee. Mr. Jarmicki and his associates of the Polish Congress for having appeared before us and having presented a very fine submission. During these past two days here in Toronto we have received lots of food for thought, but I think we really got the dessert today which will enable us to digest it all and make good use of it in the deliberations of our Committee; thank you again.

APPENDIX F

A BRIEF ON THE WHITE PAPER
ON
"CANADIAN IMMIGRATION POLICY"

to the

Special Joint Committee on Immigration
of the Senate and the House of Commons.

*from the Board of Directors
of the
International Institute of Metropolitan Toronto.*

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- 1) SPONSORSHIP
- 2) CERTIFICATION
- 3) DEPORTATION
- 4) CITIZENSHIP
- 5) SERVICES
- 6) AREAS OF CO-OPERATION

BRIEF RE "WHITE PAPER"*Introduction*

The International Institute is a non-sectarian, non-political voluntary agency supported by the United Appeal of Metropolitan Toronto. Our main goal is to assist New Canadians in their integration into our society. To this end we provide service in counselling, interpretation, specialized group activities, and tuition, and carry out research projects.

In 1966, the Institute gave service to over 51,900 New Canadians. Of these, some 20,000 received information by phone or visit, 12,000 were provided with straightforward counselling and/or interpretation services, 900 with intensive counselling, 12,000 with specialized group activities, and 7,000 with language training and special tuition. There were close to 1,000 visits of observation from professional and community service groups.

The Institute has participated in two major research projects relating to New Canadians in co-operation with the Federal Department of Citizenship and Immigration, the Provincial Department of the Provincial Secretary and Citizenship, the Laidlaw Foundation and the MacNamara Foundation. The results of these studies were published in 1964 and 1966 in two reports entitled "Newcomers in Transition" and "Newcomers and New Learning". We understand that copies of these reports were made available to the Committee.

The nature and extent of our work with New Canadians has led us to take a special interest in the White Paper on Immigration.

In general we endorse the major proposals in the White Paper which, we believe, should lead to more realistic and effective policy and practice in the field of immigration.

We strongly support the proposed methods of dealing with the difficult question of sponsorship and welcome the removal of the former element of discrimination. We welcome the proposed new structure and powers of the Appeal Board.

However, from our extensive experience in dealing with Newcomers, we feel that some of the proposals in the White Paper would benefit from further thought and clarification. Our submissions will cover the following areas:—

1. Sponsorship
2. Certification
3. Deportation
4. Citizenship
5. Services

SPONSORSHIP

Our own experience and the findings of our two research projects confirm:

1. That the majority of sponsored immigrants are unskilled.
2. That this type of immigrant experiences considerable difficulty in:
 - (a) Employment, due to the decreasing need of the Canadian economy for unskilled labor.
 - (b) Satisfactory adjustment to Canadian life.

As the number of sponsored immigrants will in any case continue to be high, despite more careful control measures, we strongly recommend that the Government establish adequate educational and training programs designed to meet the special needs of the unskilled immigrant.

We further recommend that those unskilled immigrants who will enter the labor force be strongly encouraged or required to make a formal commitment to undertake a certain period of training.

We also recommend:

1. That greater use be made of the mass media in publicizing the privileges and responsibilities of sponsorship.
2. That a clear definition of rights and liabilities be given in writing to all prospective sponsors.
3. That ways be found to establish effective methods of check and follow up to encourage sponsors to meet their full obligations.

The Un-sponsored

While we support the preference for admission of skilled immigrants, flexibility should be shown in these cases where prospective immigrants have less than the required formal education but show personal qualities indicating special adaptability which would include:

- (a) Capacity for continued education
- (b) Adaptability
- (c) Desire to improve skills

Certification: Education, Skill and Qualifications.

It is important to use our human resources to the best possible advantage. It is apparent to the Institute from the large number of clients using its service:

- (1) That a sizeable number of skilled immigrants are underemployed for considerable periods of time.
- (2) That there is an urgent need for a comprehensive study of present procedures for evaluating the skills and qualifications which immigrants bring to this country.

We therefore recommend that an immediate study be instituted for the comparative standards of trade schools and professional training in Canada and in the principal migrating countries. The results of such a study should be available to all concerned.

Deportation:

The vast majority of immigrants to Canada have proven to be law abiding citizens. This being the case, it seems unreasonable to maintain a set of deportation regulations which indirectly threaten this majority and is also detrimental to public image of the Immigration Service. We recognize, however, that there will always be a small number of undesirable immigrants. We therefore recommend that the whole question of deportation be re-examined with a view to establishing certain basic principles, and a simple rule which would be understood and adhered to.

Among these principles we suggest:

1. The immigrant, having been investigated and accepted by Canadian Immigration authorities, should not be liable for deportation unless he commits offences related to—
1. International crime.
2. An established history of serious criminality in the country of origin.
3. Supplying false or misleading information upon entry.
4. A serious threat to national security.

Outside these eventualities we believe that the immigrant, having been accepted, should be the responsibility of Canadian Society.

Citizenship

We recommend:

- (1) Uniform standards across Canada in

Citizenship requirements, and ceremonies.

- (2) More positive steps to encourage the acquisition of citizenship by all newcomers.
- (3) Consideration of the problem of finding ways of attaching more value and privilege to Canadian Citizenship. We have considered this at some length. A large majority of our Board feel that it would be useful to consider whether both Federal and Provincial voting rights should be linked to Citizenship.

Services

We believe that the White Paper does not examine in sufficient detail the nature and extent of services needed to sustain present and future immigration policy. It is our experience that immigrants need a network of services over an extended period of time to assist in their economic and social adjustment. These services should be available to all immigrants whether sponsored or open placement.

We believe that much more thought should be given to the creation of this kind of network in each major receiving center. This involves a series of relationships between different levels of government and voluntary agencies. We would like to draw attention to the special relationship between the Institute and the Provincial Government as an example of this kind of co-operative action.

We hope that the overseas offices and Manpower Centers will provide a range of information and guidance on matters of employment, housing, and other needs. We would like to stress that the information and counselling process must be continuously available during the early years of the immigrant's residence in Canada, and must include in depth counselling.

As part of the network of services, which must involve both government and voluntary agencies, we believe there is a particularly urgent need for:

- (1) Swift information and referral centers available to all immigrants. This service could be provided in a number of ways but should have a close relationship with Manpower Center.
- (2) A much wider range of adult education and citizenship training for immigrants made available to cover a variety of needs.

We wish to make two final points. The first concerns the Immigration offices themselves. We have noted a marked reluctance on the part of immigrants to visit government Immigration offices. There is an urgent need to improve both the atmosphere and public image of all offices serving the immigrant. We trust that this matter will receive urgent attention in the context of the new policies of the Department of Manpower and Immigration.

Secondly, we would like to emphasize the urgent need to involve the community in the whole immigration operation. As noted in the White Paper, this involves a major co-operative effort on the part of all levels of government and the voluntary sector. In this context we would like to urge that exploration be undertaken soon into a variety of possible working arrangements between these government and non government agencies to provide really satisfactory services for immigrants.

International Institute of Metropolitan Toronto

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APPENDIX G

January 27, 1967.

The Hon. Jean Marchand, P.C., M.P.,
Minister of Manpower and Immigration,
House of Commons,
Ottawa, Ont.

Dear Mr. Marchand:

A lot has been said in the last few weeks about the White Paper on Immigration, and many versions have been brought to the people's attention at one time or another.

From our end, we would like to take the liberty of imposing upon you in order to bring some of our ideas together with our ideals in respect to immigration:

Although some sharp changes on the previous Immigration Act may be noted, it seems that the "White Paper" has brought about only "technical" changes to the Immigration policy.

This, in turn, needs a real change in its very principle.

For example: is it still a privilege to be admitted to Canada?

Is there any real alternative to the discretionary evaluation of an immigration officer to be admitted to Canada?

Is it true instead that people coming here are prospective contributors to Canadian Welfare?

And what about deportation?

Is the appeal a true review of the case or is it instead a confirmation of already passed judgments?

No mention is made of a co-ordinated federal provincial Immigration policy.

Is it true that provinces do not know what number and what kind of immigrants they are going to receive in a certain year?

The first need of a sound immigration policy lays in that and not in a sort of "tennis match" of responsibilities between provinces and the federal government.

Cannot the provinces be involved in the follow-up and integration of immigrants?

Is it somewhere officially recognized the fact that the immigrant has to be helped in his integration or is it still left up to individual ability or to a combination of lucky circumstances?

An excessive emphasis has been put on education and skill; but has it been really studied, what our educated or skilled people

are looking for in their decision to emigrate to Canada?

We feel that immigration policy does not mean only to stamp a visa on the passports of the best persons who happen to drop in the Canadian immigration offices abroad.

Immigration policy means much more.

Immigration policy means that after his arrival in Canada the information previously given to the immigrant is true, that he is not left alone with his language and job problems: are now Canada Manpower offices really equipped to help immigrants find jobs?

And what is the difference between the immigration settlement office and Canada Manpower?

The skilled and educated immigrant generally comes to Canada looking for a better job or a better cultural and social environment than the one he had before and sometimes he is not ready to undergo sacrifices and humiliations to get those. He will stay in Canada provided these conditions are fulfilled, otherwise he will leave and go back where he came from.

Has integration of this kind of people been really studied? Canada has not a need for "temporary help" as some European countries have, but a definite necessity of building up a solid and efficient manpower of its own.

Might it not be advisable to have people "apt" to integrate, or as "semi-skilled" and make available training courses geared for them immediately after their arrival, instead of having people already used to different methods and ways of working?

Canada is very much indebted to sponsored immigration which has solved many problems, the responsibility of which would otherwise be put on the Canadian Government's shoulders. For example: what happens when a lonely "open placement" becomes ill, or when he is laid off in winter time, without a person to help him, and being not qualified for unemployment insurance benefit?

Is there any co-ordination with Labour Unions or provincial labour regulations in the individuation of the place which the immigrant is directed to. We feel that in many instances misplacements or misinformations are responsible for many delays in integration and for the failure of many otherwise very successful immigrants.

In conclusion, we feel that a sound immigration policy could be based upon:

(a) a stricter federal-provincial co-ordination in immigrant manpower needs,

perhaps through a federal-provincial conference to be held every year;

- (b) a closer co-operation with sending countries on training, information, selection and guidance of would-be immigrants;
- (c) an efficient follow-up of immigrants after their arrival in the fields of language training, skills adaptation to provincial regulations, housing, etc. The modern immigrant does not appreciate the freedom Canada offers him, but what he really wants is to be channelled in the fastest way into his own professional activity.
- (d) a real democracy in the selection and in the deportation procedures.
- (e) a reappreciation of sponsored immigration, its benefits and its shortcomings.

Education is not a key to everything: a person who comes from a prolonged unemployment and who finds in Canada a good employment, will become a good Canadian citizen but what about a person who already has a good employment in another country and

is looking for something better? A skilled workman is very different from an unskilled immigrant plus education. It is better to train here an unskilled person: his integration will become automatic. Canada has now a mature economy and, while there is still room for initiative and improvisation, specialization is all over.

And finally, today's need, for instance for welders does not imply that such need will be felt tomorrow.

These are a few notes and thoughts on how we feel about immigration. We realize their shortcomings and we are sure that their spirit will be caught and possible imprecision not exaggerated.

We sincerely feel that a contribution of thoughts and ideas from various responsible Canadian Associations might somehow bring to your department the feelings and the reactions of the people as we have done, not as Canadians of Italian descent, but as true Canadians.

Wishing you the very best for many years to come, we remain.

Sincerely yours,

Clement Nusca
President

APPENDIX H

Submission
to
The Special Joint Committee
of
The Senate and the House of Commons
on
Immigration

by
The Standing Committee on Immigration
of the
Canadian Polish Congress
National Executive Board

TORONTO, ONTARIO

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SUBMISSION TO THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND THE HOUSE OF COMMONS ON IMMIGRATION, BY THE STANDING
COMMITTEE ON IMMIGRATION OF THE CANADIAN POLISH CONGRESS,
NATIONAL EXECUTIVE BOARD, TORONTO, ONTARIO (FEBRUARY, 1967)

I — INTRODUCTION

The Canadian Polish Congress, National Executive, consisting of thirteen cross-country branches and representing over 200 Canadian Polish community organizations, recognizes the importance of the present inquiry on the White Paper on Immigration. This new policy will shape the legislation which will govern the flow of immigration to Canada in the years to come.

Our concern is to ensure that this policy will serve Canada best in promoting a suitable flow of immigrants on a non-discriminatory basis. As citizens of other than French or English descent who have contributed to a century's growth both economically and culturally, we consider it our duty to present the following brief.

II — POLAND AS A SOURCE COUNTRY FOR IMMIGRANTS

Immigration from Poland has constituted a very important segment of the non-English and non-French immigration to Canada over the past one hundred years. The consistent qualities of the Polish immigrant, whether it was to pioneer the opening of the farm lands in the Prairies in the early twentieth century or to fill technical, scientific or educational positions after the Second World War, are all known fact. These immigrants quickly integrate and become the best of Canadian citizens.

Quality of Immigrants related to Needs of Canada's Labour Force

Poland lost a tremendous number of qualified people in the Second World War and it found itself in the post-war era with a desperate need of technically trained people and tradesmen. It therefore embarked upon a concerted effort of training its youth to meet this great void. ** See Appendix regarding types of schools. Twenty years later Poland has produced a large quantity of well-trained engineers, technicians and tradesmen and is continuing to produce them to the point where we hear that there is now a surplus in their labour force—a surplus which is so vitally needed in Canada. This is an opportunity of which Canada can become an important beneficiary. There are indications that former strict regulations controlling emigration from Poland have been greatly relaxed. We hear that thousands of skilled people have emigrated and are presently working in France.

Poland becomes more attractive as a source of immigration when we see that the potential supply of qualified immigrants to Canada from Western Europe and the United Kingdom is diminishing rapidly as living standards rise and unemployment decreases.

In addition, these prospective immigrants bring to Canada youth, vigour and training as their productive assets. Their need for all forms of services and capital goods will make them immediate consumers in the Canadian market place.

III — DISCUSSION OF THE WHITE PAPER ON IMMIGRATION

The White Paper on Immigration is a well prepared document based partially on the existing needs of an industrialized Canada. This document, two years in preparation, can be considered mildly progressive but will require extensive study to ascertain whether it truly will serve its purpose—to promote a better flow of quality immigrants on a non-discriminatory basis.

On the other hand, the report submitted to the Government by Joseph Sedgwick, Q.C., can be considered retrogressive and discriminatory against a large segment of the Canadian ethnic communities. Starting from the Conclusion of the White Paper, we find that it follows almost point by point suggestions made by the

Canadian Polish Congress and its member organizations in the past and it would seem to have taken many of them into consideration.

It is in Part V, "Selection and Control Measures", paragraph 95 and 96, entitled "Security and Screening", that we find that immigration from Poland is once again being discriminated against. Un-sponsored immigrants from Poland will not qualify under these paragraphs and the problem is left to the Royal Commission on Security.

We recognize that the sponsorable class has been left and slightly expanded to include the "nieces and nephews under the age of 21" classification, but we feel that the White Paper becomes discriminatory against a vast number of Canadians who would be prepared to help their kinfolk to come to Canada from Poland.

In fact this additional leeway does not cover type of immigrnt that the White Paper is primarily concerned with, namely, qualified technicians and tradesmen. In addition, as far as the sponsorable classes from Poland are concerned, they have been practically exhausted, because the majority of wives, husbands, daughters and sons have entered Canada in the last ten years..

IV — SECURITY

The White Paper appears to be non-discriminatory but in fact discriminates against Poland in Section 5—
Selection and Control measures, Paragraphs 95 and 96, entitled
Security Screening.

We recognize our country's concern in the matter of security and the need for screening of immigrants from the communist part of the world, but we must also consider that the population in that area has had and continues to have little control in the choosing of its system of government. The people of Poland specifically have shown their resistance to the communist form of government.

Political Situation

It must always be remembered that Poland is historically and culturally a **Western country**, and that a political situation beyond the control of the Polish people has put Poland temporarily in the Eastern Sphere. It has been suggested that a generation of communist exposure, political pressure and schooling has created a generation of young communists or at least communist sympathizers. Since 1957, when the borders of Poland have been opened to tourists and Polish citizens have been allowed to visit abroad, it has become evident that the reverse is true—that not only have communist ideas failed to take root among young people but Western values and ideals have continued to be part of the young

Poles' make-up. Young adults in Poland have the same desires in life as a young Canadian adult has. This has been proven time and time again with the many young people who have come to Canada for visits and subsequently remained as immigrants and are presently contributing usefully to our society.

We understand the difficulties inherent in any attempt to screen for security purposes prospective immigrants from Poland. In principle, there appears to be no reason, however, that prospective immigrants for whom security clearances are waived (immediate relatives) are potentially less of a risk for security purposes from the Canadian point of view than are other prospective immigrants.

We suggest therefore that our security standards in the past when dealing with immigration from Poland were stringent and conservative and should be seriously reappraised to conform with the current situation. We feel that this would in no way be detrimental to our national interests.

V — RECOMMENDATIONS

In analyzing Section V, paragraph 96, we conclude that, until the recommendations of the Royal Commission on Security in the area of Security Screening is completed, little or no unsponsored immigration will be allowed to enter Canada from Poland. Therefore we have asked the Association of Polish Engineers in Canada, members of this Congress, to submit to you at a later date a brief dealing with unsponsored immigration.

We propose that the following paragraph be added after section 96:

“It is recommended that in countries, notably those within the communist part of the world, where the adequate screening of prospective immigrants is not possible by Canadian authorities or where these authorities cannot place reliance on information obtained from local authorities and where the prospective immigrant would normally qualify as a non-sponsored immigrant under the recommendations of the White Paper, that the rules of sponsorship be enlarged and that this prospective immigrant, his wife and children under the age of 21, be allowed to come to Canada if he is sponsored by an uncle, an aunt, a grandparent or a first cousin.

We also recommend that the Government of Canada establish a permanent Immigration Office in Poland to overcome the desperate lack of facilities which has existed for the past ten years and grows more acute yearly.

VI — CONCLUSION

It has been our contention that the best immigrant for Canada is the young educated person who, together with his family, could easily adjust to our environment and make a substantial contribution to our country. The fact that his present environment in Poland is stifling makes him a prime prospect for Canada. The majority of these prospects do not fall into the present sponsorable class nor will they be permitted even to apply under the present recommendations. They include doctors, architects, architectural draftsmen, technicians, tradesmen (mechanics, machinists, tool & die makers, fitters etc.), all skilled men but not falling into the present sponsorable class. In short, let them qualify on their merits and be sponsored by a Canadian citizen who is a close relative. We feel this addition to the White Paper would in no way change its intention but would solve a problem that needs solving.

TABLE No. 1

POPULATION BY SEX AND AGE GROUPS, CANADA AND POLAND, 1964

Age group	Canada				Poland			
	Male '000	Female '000	Total '000	Distribut. %	Male '000	Female '000	Total '000	Distribut. %
0 — 4	1,167.9	1,115.7	2,283.6	11.9	1,472	1,396	2,868	9.2
5 — 9	1,115.6	1,065.5	2,181.1	11.3	1,795	1,717	3,512	11.2
10 — 14	1,025.2	979.2	2,004.4	10.4	1,766	1,698	3,464	11.1
15 — 19	864.0	828.8	1,692.8	8.8	1,399	1,354	2,753	8.8
20 — 24	657.2	653.7	1,310.9	6.8	990	969	1,959	6.3
25 — 29	587.2	587.5	1,174.7	6.1	1,717	1,114	2,231	7.1
30 — 34	628.4	606.3	1,234.7	6.4	1,173	1,183	2,356	7.5
35 — 39	643.0	638.4	1,281.4	6.7	1,098	1,189	2,287	7.3
40 — 44	598.8	609.6	1,208.4	6.3	905	1,051	1,956	6.2
45 — 49	530.9	527.3	1,058.2	5.5	580	680	1,260	4.0
50 — 54	476.8	463.6	940.4	4.9	775	916	1,691	5.4
55 — 59	394.4	380.8	775.2	4.0	749	860	1,609	5.1
60 — 64	311.9	310.9	622.8	3.3	583	724	1,307	4.2
65 — 69	245.8	259.7	505.5	2.6	377	533	910	2.9
70 +	452.1	510.8	962.9	5.0	427	749	1,176	3.7
TOTAL	9,699.2	9,537.8	19,237.0	100.0	15,206	16,133	31,339	100.0
SUMMARY:								
0 — 19	4,172.7	3,989.2	8,161.9	42.4	6,432	6,165	12,597	40.3
20 — 64	4,828.6	4,778.1	9,606.7	50.0	7,970	8,686	16,656	53.1
65 +	697.9	770.5	1,468.4	7.6	804	1,282	2,086	6.6

Sources: Dominion Bureau of Statistics, Estimated Population by Sex and Age Group, 1964. Cat. No. 91-202
Główny Urząd Statystyczny, Rocznik Statystyczny, 1965.

CANADIAN POLISH CONGRESS
IMMIGRATION COMMITTEE,
TORONTO, ONTARIO

January 17, 1967

TABLE No. 2

POLAND: TOTAL UNIVERSITY ENROLMENT AND THE NUMBER OF GRADUATES BY FACULTY

Faculty	Students				Graduates				Total	
	1964/65	1963/64	1962/63	1961/62	1963/64	1962/63	1961/62	1960/61	1960/61 No.	1963/64 Distrib.
Arts	32,856	30,237	27,428	24,778	2,996	2,648	2,168	2,026	9,838	11.0
Science	23,821	20,809	18,239	16,652	2,248	2,036	1,800	1,800	7,884	8.8
Medicine	24,364	24,655	25,442	24,749	4,720	5,399	3,651	3,755	17,525	19.5
Engineering	77,488	70,132	61,536	54,184	7,605	6,574	6,215	7,693	28,087	31.3
Law and Economics	46,284	42,573	36,100	33,085	4,462	3,857	3,276	3,963	15,558	17.4
Agriculture	21,795	19,732	17,337	14,792	2,175	1,847	1,814	2,605	8,441	9.4
Art	4,616	4,420	4,221	4,114	662	555	579	549	2,345	2.6
TOTAL	231,224	212,558	190,303	172,354	24,868	22,916	19,503	22,391	89,678	100.0
Rate of growth %	8.8	11.7	10.4	—	8.5	17.5	12.9	—	—	—
Universities	59,174	54,730	47,948	44,150	6,028	5,357	4,611	4,547	20,543	22.9
Technical Colleges	79,348	71,778	62,725	54,996	7,711	6,641	6,308	7,738	28,398	31.7
Agricultural	21,928	19,835	17,337	14,792	2,175	1,847	1,814	2,605	8,441	9.4
School of Economics	26,952	24,326	21,671	19,808	2,394	1,990	1,878	2,474	8,736	9.7
Teachers Colleges	14,773	12,756	10,886	9,665	1,173	1,121	656	722	3,672	4.1
Medical Schools	21,666	22,094	23,060	22,570	4,247	4,978	3,206	3,309	15,740	17.6
Physical Education Colleges	2,698	2,561	2,382	2,179	473	421	445	446	1,785	2.0
Art Schools	4,388	4,195	4,021	3,939	637	535	561	521	2,254	2.5
Theological Colleges	297	283	273	255	30	26	24	29	109	0.1
TOTAL	231,224	212,558	190,303	172,354	24,868	22,916	19,503	22,391	89,678	100.0

Source: Główny Urząd Statystyczny P.R.L., Rocznik Statystyczny 1965.

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TABLE No. 3 SURVEY OF HIGHER EDUCATION IN CANADA AND POLAND, 1964 - 1965
Enrolment in Regular, Part-time and Correspondence Courses

	C A N A D A			Percentage Distribution	P O L A N D			Percentage Distribution
	Full-time	Part-time	Correspondence		Day and Evening	Correspondence	Total	
Arts	69,404	33,364	6,963	46.7	19,588	4,896	24,484	11.2
Pure Science	21,198	3,060		10.3	8,700	1,058	9,758	4.5
Sub - total	90,602	36,424	6,963	57.0	28,288	5,954	34,242	15.7
Agriculture	2,464	105		1.1	12,777	4,250	17,027	7.8
Architecture	933	29		0.4	2,142	—	2,142	1.0
Commerce & Business								
Administration	9,471	8,243		7.5	10,360	16,013	26,373	12.1
Dentistry	1,241	23		0.5	3,654	—	3,654	1.7
Education	18,273	9,677		11.9	10,387	5,961	16,348(1)	7.5
Engineering & Applied Science	15,276	2,298		7.5	62,936	12,800	75,736	34.8
Fine & Applied Arts	169	108		0.1	2,603	—	2,603	1.2
Forestry	797	19		0.3	944	356	1,300(2)	0.6
Household Science	1,932	87		0.9	—	—	— (3)	—
Journalism	150	12		0.1	—	—	—	—
Law	3,520	95		1.5	6,689	5,455	12,144	5.6
Library Science	328	78		0.2	336	221	557	0.3
Medicine	4,635	230		2.1	14,079	—	14,079	6.5
Music	826	307		0.5	2,116	—	2,116	1.0
Nursing	3,020	698		1.6	—	—	— (4)	—
Optometry	175	—		0.1	—	—	— (5)	—
Pharmacy	1,653	53		0.7	3,933	—	3,933	1.8
Physical & Health Educ.	2,126	259		1.0	2,126	563	2,689	1.2
Physio & Occupational Ther.	833	30		0.4	—	—	— (6)	—
Secretarial Science	275	23		0.1	—	—	— (7)	—
Social Work	572	176		0.3	—	—	— (8)	—
Theology	3,076	190		1.4	774	—	774	0.4

TABLE No. 3
SURVEY OF HIGHER EDUCATION IN CANADA AND POLAND, 1964 - 1965
Enrolment in Regular, Part-time and Correspondence Courses

	C A N A D A			Total	Percentage Distribution	P O L A N D			Percentage Distribution
	Full-time	Part-time	Correspondence			Day and Evening	Correspondence	Total	
Veterinary Science	561	—	—	561	0.2	1,747	—	1,747	0.8
Other	1,533	4,660	—	6,193	2.6	—	—	—	—
TOTAL	164,441	63,824	6,963	235,228	100.0	165,891	51,573	217,464	100.0
+ students studying abroad				+ 9,110				+ 897	
— foreign students				— 7,251				— 1,124	
TOTAL				237,087				217,237	
per 1,000 population				12.3				6.9	

Notes:

- (1) Courses for Highschool teachers only, Teachers for Elementary Schools are trained at Teachers Training Schools — see table "Survey of Vocational Education and Training in Canada and Poland".
- (2) Not a University subject in Poland — taught in Vocational Schools.
- (3) Incorporated into Arts or Political Science Courses.
- (4) Not a University subject — see table "Survey of Vocational Education and Training in Canada and Poland".
- (5) Incorporated into Medicine. Optometry as a profession unknown in Poland.
- (6) Not a University subject — see table "Survey of Vocational Education and Training in Canada and Poland".
- (7) Not a University subject — see table "Survey of Vocational Education and Training in Canada and Poland".
- (8) Incorporated into Arts Courses.

Sources:

- (1) Dominion Bureau of Statistics, Survey of Higher Education, 1964-65, Cat. No. 81-204.
 - (2) Główny Urząd Statystyczny P.R.L. Rocznik Statystyczny 1965.
- CANADIAN POLISH CONGRESS
IMMIGRATION COMMITTEE,
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TABLE No. 4

SURVEY OF VOCATIONAL EDUCATION AND TRAINING IN CANADA (1962-63) AND POLAND (1964-65)
Enrolment in Technical and Vocational Schools, Full-time and Part-time,
Apprenticeship and Industrial Training Programmes

Occupation	C A N A D A		P O L A N D	
	Number	Per cent of Total	Number	Per cent of Total
Agriculture	356	0.1	76,967	5.5
Mining	2,983	0.8	45,464	3.3
Manufacturing	10,158(1)	2.5	29,132	2.1
Food and Beverages	571	0.1	9,796	0.7
Leather	1,938	0.5	31,341	2.2
Textile	10,197	2.6	37,589	2.7
Clothing	936	0.2	25,898	1.9
Wood	2,754	0.7	3,047	0.2
Printing etc.	21,471	5.4	10,293	0.7
Primary metal				
Machinists	27,699	6.9	329,224	23.6
Automotive & Aeronautics	31,221	7.8	83,654	6.0
Electrical & Electronics	2,444	0.6	38,970	2.8
Chemical	5,051	1.3	92,411	6.6
Construction				
Transportation & Communication	12,582	3.2	33,571	2.4
Communication	11,676	2.9	37,052	2.7
Transportation	108	0.0	4,508	0.3
Water Transportation	169,117	42.4	257,599	18.5
Commercial & Office Practice	—	—	114,480(2)	8.2
Education	698	0.2	41,938(3)	3.0
Health and Welfare	7,549	1.9		
Services	54,589	13.7	42,426	3.0
General Trade Schools				

TABLE No. 4

SURVEY OF VOCATIONAL EDUCATION AND TRAINING IN CANADA (1962-63) AND POLAND (1964-65)
Enrolment in Technical and Vocational Schools, Full-time and Part-time,
Apprenticeship and Industrial Training Programmes

Occupation	C A N A D A		P O L A N D	
	Number	Per cent of Total	Number	Per cent of Total
Other	14,391	3.6	31,799	2.3
Arts (Fine & Applied)	3,962	1.0		
Architecture	862	0.2		
Draughting	5,186	1.3	— (4)	—
Surveying	—	—	9,076	0.7
Natural Resources	209	0.1	7,105	0.6
Miscellaneous	—	—		
TOTAL	398,710	100.0	1,393,340	100.0
per 1,000 population	21.1		44.5	

Notes:

- (1) Includes Home Economics and some service occupation.
- (2) Elementary school teachers, kindergarten teachers, etc.
- (3) Nurses, Nurses' Aids, Medical and Dental Technicians, etc.
- (4) Included in proper fields of industrial specialization.

Sources:

- (1) Dominion Bureau of Statistics, Survey of Vocational Education and Training, 1962-63, Ct. No. 81-209.
- (2) Główny Urząd Statystyczny P.R.L., Rocznik Statystyczny 1965.

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TABLE No. 5

LABOUR FORCE BY INDUSTRY DIVISION FOR CANADA, 1961 AND POLAND, 1960

Industry	Canada Number	Distribution %	Poland Number	Distribution %
Agriculture	640,786	9.9	6,545,800	47.1
Manufacturing	1,404,865	21.7	3,237,800	23.3
Construction	431,093	6.7	790,700	5.7
Transportation and Communication	603,286	9.3	672,900	4.8
Trade	991,490	15.3	738,400	5.3
Education and Recreation	306,738	4.7	505,200	3.6
Health and Welfare	307,433	4.7	350,100	2.5
Other	1,786,159	27.7	1,066,500	7.7
TOTAL	6,471,850	100.0	13,907,400	100.0

Sources:

Dominion Bureau of Statistics, Census of Population, 1961.

Główny Urząd Statystyczny, Rocznik Statystyczny, 1965.

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TABLE No. 6
NATIONAL INCOME AND NUMBER OF STUDENTS, SELECTED COUNTRIES, 1956 - 1962

Country	1956				1958				1960				1962			
	Nat. Income \$ US Billions	Number of Students	Ratio: No. of Stud. per 1 Bill.	Nat. Income \$ US Billions	Number of Students	Ratio: No. of Stud. per 1 Bill.	Nat. Income \$ US Billions	Ratio: No. of Stud. per 1 Bill.	Nat. Income \$ US Billions	Number of Students	Ratio: No. of Stud. per 1 Bill.	Nat. Income \$ US Billions	Number of Students	Ratio: No. of Stud. per 1 Bill.	Nat. Income \$ US Billions	Ratio: No. of Stud. per 1 Bill.
Austria	3.63	14,103	3,895	4.17	19,078	4,575	4.83	5,640	27,237	5,640	5.56	33,984	6,112			
Belgium	8.26	25,737	3,116	8.78	26,527	3,021	9.35	3,060	28,609	3,060	—	—	—	—	—	—
Canada	23.54	78,504	3,335	25.75	94,994	3,690	28.25	4,030	113,857	4,030	28.50	141,388	4,961			
France	42.90	150,184	3,501	45.76	167,520	3,661	45.33	4,294	194,665	4,294	55.31	247,000	4,466			
Germany (West)	36.56	134,234	3,672	43.70	160,732	3,661	55.16	3,377	186,312	3,377	68.00	213,031	3,133			
Great Britain	48.00	79,959	1,666	52.57	90,004	1,712	56.94	1,688	96,091	1,688	63.33	104,650	1,652			
Netherlands	7.10	29,536	4,160	7.98	33,837	4,240	9.34	4,306	40,221	4,306	10.75	48,200	4,484			
Poland	12.30x)	170,300	13,846	13.60x)	156,500	11,507	15.00x)	11,047	165,700	11,047	17.50x)	190,300	10,875			
Sweden	8.84	25,824	2,921	9.88	30,113	3,048	11.01	3,352	36,909	3,352	12.85	—	—	—	—	—
Switzerland	5.85	11,886	2,032	6.50	12,836	1,975	7.25	1,973	14,303	1,973	8.96	17,452	1,948			
U. S. A.	349.00	2,946,985	8,444	—	—	—	—	—	—	—	450.00	4,206,672	9,348			

Note: x) estimated.

CANADIAN POLISH CONGRESS
IMMIGRATION COMMITTEE,
TORONTO, ONTARIO

January 17, 1967

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations
and/or a translation into English of the French.

Copies and complete sets are available to the
public by subscription to the Queen's Printer.
Cost varies according to Committees.

Translated by the General Bureau for Trans-
lation, Secretary of State.

LÉON-J. RAYMOND,
The Clerk of the House.

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HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
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THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON

IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 9

WEDNESDAY, FEBRUARY 22, 1967
MONTREAL, QUEBEC.

WITNESSES:

From the Canadian Jewish Congress: Rabbi Solomon Frank, Dr. Joseph Kage and Messrs: Saul Hayes, A. H. J. Zaitlin, Samuel Lewin and Albert Eaton. *From l'Amitié Québec-Proche-Orient:* Msgr. Georges Coriaty and Miss Juliette Barcelo. *From Western Unity of Research Institute:* Mr. James McLellan. *From St. Helen's Church, Toronto:* Reverend Father F. M. Perna, Parish Priest. *From the Confederation of National Trade Unions:* Messrs. Marcel Pépin, Robert Sauvé, Jean-Paul Lalancette, Raymond Parent, and Jean Champagne.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

Baird	Fournier (<i>Madawaska- Restigouche</i>)	Macnaughton
Cameron	Hastings	Nichol
Croll	Hnatyshyn	Pearson
Desruisseaux		Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken	Mr. Enns	Mr. Régimbal
Mr. Badanai	Mr. Haidasz	Mr. Roxburgh
Mr. Baldwin	Mr. Laprise	Mr. Skoreyko
Mr. Bell (<i>Carleton</i>)	Mr. Macaluso	Mr. Ryan
Mr. Blouin	Mr. Munro	Mr. Watson (<i>Châteauguay- Huntingdon- Laprairie</i>)—24.
Mr. Brewin	Mr. Nasserden	
Mr. Crossman	Mr. Orlikow	
Mr. Deachman	Mr. Pelletier	
Mr. Dinsdale	Mr. Prud'homme	

(Quorum 12)

Maxime Guitard,
Clerk of the Special Joint Committee.

MINUTES OF PROCEEDINGS

Wednesday, February 22, 1967.

(17)

The Special Joint Committee of the Senate and of the House of Commons on Immigration, met at Montreal P.Q. at 11:15 o'clock a.m. this day. The Chairman of the House of Commons' section, Mr. Klein, presided.

Members present:

Representing the Senate: Honourable Senators Baird, Fournier (*Madawaska-Restigouche*), Hnatyshyn, Pearson (4).

Representing the House of Commons: Messrs. Enns, Haidasz, Klein, Laprise, Nasserden, Pelletier, Prud'homme, Régimbal (8).

In attendance: From the Canadian Jewish Congress: Rabbi Solomon Frank, Dr. Joseph Kage, Messrs. Saul Hayes, Q.C., A. H. J. Zaitlin, Q.C., Samuel Lewin, Albert Eaton.

The Chairman opened the meeting and invited Mr. Hayes to make oral representations before being questioned thereon, assisted by his fellow delegates.

The examination of the witnesses being completed, the Chairman thanked Messrs. Frank, Kage, Hayes, Zaitlin, Lewis and Eaton who retired.

At 12:50 o'clock p.m., the Committee adjourned until 2:00 o'clock this afternoon.

AFTERNOON SITTING

(18)

The Special Joint Committee of the Senate and of the House of Commons on Immigration reconvened at 2:15 o'clock this afternoon. The Chairman of the House of Commons' section, Mr. Klein, presided.

Members present:

Representing the Senate: Honourable Senators Baird, Fournier (*Madawaska-Restigouche*), Hnatyshyn, Pearson (4).

Representing the House of Commons: Messrs. Enns, Haidasz, Klein, Laprise, Nasserden, Pelletier, Prud'homme, Régimbal (8).

In attendance: From l'Amitié, Québec—Proche-Orient: Msgr. Georges Coriaty, and Miss Juliette Barcelo. *From Western Unity of Research Institute:* Mr. James McLellan. *From St. Helen's Church, Toronto:* Reverend Father Fredrick M. Perna, Parish Priest.

To open the meeting, the Chairman invited Miss Barcelo to read her brief. She was questioned assisted by Msgr. Coriaty.

The Committee having completed its examination of the witnesses, the Chairman, thanked Msgr. Coriaty and Miss Barcelo who retired.

Mr. James McLellan was called and read his brief. He was questioned thereon.

The examination of the witness completed, Mr. McLellan was thanked by the Chairman and he retired.

Then Reverend Father F. M. Perna was called. He read his brief and he was questioned thereon.

His examination being completed, he was thanked by the Chairman, and he retired.

The Committee agreed unanimously to have printed as appendices to this day's Minutes of Proceedings and Evidence, the briefs presented by the following:

- (a) Amitié Québec—Proche-Orient (*See Appendix I*)
- (b) Western Unity of Research Institute (*See Appendix J*).
- (c) Reverend Father Fredrick M. Perna (*See Appendix K*).

At 5:30 p.m., the Committee adjourned until 8:00 o'clock, this evening.

EVENING SITTING

(19)

The Special Joint Committee of the Senate and of the House of Commons on Immigration reassembled at 8:15 o'clock this evening. The Chairman of the House of Commons' section, Mr. Klein, presided.

Members present:

Representing the Senate: Honourable Senators Baird, Fournier (*Madawaska-Restigouche*), Hnatyshyn, Pearson (4).

Representing the House of Commons: Messrs. Enns, Haidasz, Klein, Laprise, Nasserden, Pelletier, Prud'homme, Régimbal (8).

In attendance: From the Confederation of National Trade Unions: Messrs. Marcel Pépin, President; Robert Sauvé, General Secretary; Jean-Paul Lalancette, Legal Adviser; Raymond Parent, Vice-President; Jean Champagne, Assistant Secretary General.

The Chairman opened the meeting and invited Mr. Sauvé to read his brief before being

questioned thereon, assisted by Mr. Pépin.

The examination of the witnesses being completed, the Chairman, thanked Messrs. Pépin, Sauvé, Lalancette, Parent and Champagne who retired.

It was *decided* unanimously:

That the brief submitted by the Confederation of National Trade Unions be printed as an appendix to this day's Minutes of Proceedings and Evidence. (*See Appendix L*).

At 9:55 o'clock p.m., the Committee adjourned until 9:30 o'clock a.m., on Thursday 1967.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Wednesday, February 22, 1967.

• (11:15 a.m.)

The Joint Chairman Mr. Klein: Gentlemen, we will now begin our meeting. This morning we have with us a group who will present evidence from the Canadian Jewish Congress and I am happy to present to you the Executive Vice-President of the Canadian Jewish Congress who will introduce to this Committee the other members of his delegation. Mr. Hayes?

Mr. Saul Hayes (Vice-President, Canadian Jewish Congress): Thank you, Mr. Chairman. Before I do start I would like to state that this appearance is a joint appearance of the Canadian Jewish Congress and the Jewish Immigrant Aid Services of Canada. On my right is Mr. Zaitlin who is a member of the Executive Committee of the Canadian Jewish Congress; Dr. Solomon Frank who is a member of our Religious Affairs Committee and also on the executive; Dr. Kage, who is the Executive Vice-President of the Jewish Immigrant Aid Service; Mr. Albert Eaton who wears many hats—he has been a past president for many years of the Jewish Immigrant Aid Services and is the Chairman of our Committee on Immigration and a member of our national executive, and Dr. Levine who is Associate Director of Education of the Canadian Jewish Congress.

Another preliminary, Mr. Chairman, with your consent, is that the gentlemen of the press should know that we do not have a written submission. The document in your hands is a paper—a valuable one—but not the submission of this joint committee of the Congress and the Jewish Immigrant Aid. It contains Dr. Kage's personal observations, some of which will be reflected in our position and, perhaps, others will not, but it should not be confused with an official submission because it is not the official submission.

I do not know if I should apologize for this, but it will be easy to do so and to say that we have not come prepared with a written submission. The usual excuse of pressure of other

duties, in this case, is an absolutely accurate one and despite the notice you gave us, we have not been able to commit it to writing. We will do so within the next two weeks.

May I start by congratulating, first, the Department of Immigration itself for a very valuable public service in the production of this White Paper on Immigration which I think focuses public attention on a matter of great importance to a country such as Canada, where immigration has been a matter of considerable importance; it has also been a matter of considerable dissension as well as those who profoundly believe in it as the future course of Canadian life. Also, your own Joint Committee of the Senate and the House, Mr. Chairman, because I think in addition to the publication of the White Paper itself, your hearings are doing a great deal to unravel some of the mysteries in this document and to bring the public's attention to the complications of immigration.

Our qualifications before you, gentlemen, are as follows: The Canadian Jewish Congress and the Jewish Immigrant Aid Services have a long history of interest in immigration. It is no secret that the Canadian Jewish community is profoundly affected by changes in immigration laws, but I should like to make a point for the record, to make it abundantly clear, that we appear before you not as a special interest group. We feel—it is not very modest of us to say so, but I will take that chance—that we have had considerable experience over a long period of time in immigration but our interest is a total Canadian interest whereby our experiences, we believe, will be helpful—at least, our aim and objective of this exercise is to assume that it will be helpful.

The Canadian Jewish community has had considerable background in immigration from the earliest days and while Canadian Jewry is 200 years old—over 200 years old, dating from 1759—in fact, the real community stems from the open door policy of immigration between the years 1896 and 1913 and then various waves of immigration thereafter in-

cluding that which succeeded world war II in the matter of the liberation of the various concentration camps and the large number of people brought to Canada. In fact, it is a glorious chapter in Canadian immigration history that, proportionately, this country and Australia did more for the settlement of refugees created by the political and other difficulties of world war II than any other country.

I have here, Mr. Chairman, some evidence of what I am talking about and I would like to present to every member of this Committee, if we are able to obtain them, copies of some very fundamental works on our interest in immigration. For the moment, I suppose, one of the purposes of being Chairman is to receive some special considerations so I should like, on behalf of this committee, to present to you and your Co-Chairman of the Senate, as well as the secretariat, a number of works. One is an illustration of our special interest in immigration which is a book by Mr. Belkin, produced by the Canadian Jewish Congress and the Jewish Colonization Association called *Through Narrow Gates*; another, a production of the Canadian Jewish Congress, is a story of the rescue of the war orphans which the Canadian Jewish Congress accomplished after 1947, by Mr. Benjamin Lappin of the School of Social Work at the University of Toronto; Dr. Kage's very good work called *With Faith and Thanksgiving* and a number of other papers. I would like to turn this over to the secretariat and this for yourself and the other for your colleague, Mr. Chairman.

The Joint Chairman Mr. Klein: Thank you.

Mr. Hayes: Now, to get down to business on this matter, I think it is fair to say, as I do on behalf of this joint submission, that on the whole we find general satisfaction with the White Paper as a useful document which may presage certain fundamental amendments to the Canadian immigration laws. If I left it at that, I could terminate the discussion but, of course, we also find some flaws in the act and, therefore, if you find that I am inclined to be hypercritical it is because we do not intend to spend the time on those passages of the White Paper which we agree with but rather on those passages with which we find some—at times—major objections and—at times—minor objections, the theory being that everything else we more or less agree with.

The first point we would like to make deals with page 23 of the White Paper, paragraph

54. I will be roaming back and forth. I am afraid it is not as chronologically tidy as I would have like it to have been, but with your indulgence I will start with this matter of refugees which is dealt with on page 23—actually it is dealt with on several pages but more particularly it is dealt with on page 23—in paragraphs 54 and 55 where there is a statement in connection with the peculiar problems of refugees.

Our main submission on this point is that the whole question of the definition of the term "refugee" has to be considered and modernized. You might find it peculiar for me to say so when we are dealing with matters as recent as 1951 and 1957 and I use the term "modernize" as though I were talking of an archaic document, but actually the events that have happened since 1957 have been of such a nature that the definitions which abide in any of the documents of 1951 and 1957 are not all-inclusive or comprehensive enough to take into account the real meaning of the modern concept of refugees. Therefore, we do submit that any change in the act based on the White Paper should not satisfy itself with the definition subsumed under these two agreements—the International Convention on the Status of Refugees and the Hague Agreement on Refugee Seamen.

The main argumentation in support of my point is that the political configurations have changed so radically and the need for people to find asylum are so radically different from heretofore, that a new look has to be taken of refugees and not the rather easier one, or facile one, of merely accepting an international convention. We ought to have our own definition and, indeed, gentlemen, we did have. For example, in 1956, if the Canadian community had accepted the definition which the department itself recognized, you would not have been able to rescue very many of the Hungarian people who came in large numbers to this country, because they really were not refugees. They were people—two factions within a country—and there was no order of expulsion; there was no reason why they had to get out except their own considerable reasons which were personal. They did not come into the definition of refugees—I am not too sure of my ground here; there is probably a special Order in Council, and I am sure it was, that provided for their entry—but if it had been left to the definition of refugees it would have paralysed any action on the part of the Department of

Immigration. This is only one instance of what I mean by the new look on things which makes it necessary for us to recast our ideas and reappraise our definitions of refugees.

• (11:25 a.m.)

One of the most important aspects of this paper is something which is not actually new, and it is no disservice to the authors of this White Paper to say so, and that is there should be no discrimination in connection with entry. This is a matter that previous ministers, I believe, in the history of it agreed with. Mr. Pickersgill, in 1955, enunciated a similar policy; Mrs. Fairclough, when she was Minister of Immigration, did likewise and, of course, the White Paper continues it, and all to the good. However, we feel that a reference by a minister, a statement in a White Paper, no matter how laudable, are no substitute for law and there is nowhere in the White Paper any suggestion that this policy of no discrimination, which is the mood of our times, should be incorporated into the substance of law rather than remain merely a statement. The White Paper will be lost but a blue paper, being an Immigration Act, will take this place and that either will say something about it or will not say anything about it. If it says nothing about it, then it is left in a vague situation where some pious declarations were made; whereas, if it says so in the substance of law, that is another proposition.

It is not too often—I hope nobody will take offence at this statement—that I rely for my position on statutory provisions in American law because, until recently, I would have said the very reverse in looking at the American immigration law. But the new American immigration law, I think, captures the spirit of what I want to say and, therefore, I should like to refer to it. It is the new law that was passed in October, 1965, which says very definitely in the law itself—not in a paper and not in a suggestion, but in the law itself—that no person shall receive any preference or priority or be discriminated against in the issuance of an immigrant visa because of his race, sex, nationality, place of birth or place of residence. I am sure you have these documents, and in the event you do not I would like to place this in the record.

We have several reasons for making this proposal. The first is that the Canadian Bill of Rights—such as it is and there are many criticisms against it, but it does exist—says that all legislation to be passed has to be examined in the light of the Bill of Rights.

The spirit, intent and philosophy behind a Bill of Rights makes the views on these matters by our generation very different from any prior to this. I think it imposes on us an obligation to see that our public laws, so far as they deal with human beings, do carry out the spirit and intent of a Bill of Rights. It is not terribly important to the purpose of my argument whether we have a Bill of Rights imbedded in the constitution or one that is a separate statute, but the point remains that we do have a Bill of Rights and we do have a feeling, which is probably just as important, that the concept of our position as laid down in our adherence to conventions of the United Nations—our major effort to produce that section of the United Nations that deals with fundamental freedoms and human rights—imposes on us a very serious obligation to live up to it. Therefore, I would rest that particular argument on the basis that an immigration act—one of the most sensitive of all acts—would create great lacunae in the philosophy of the Canadian public if it did not have in its substantive law a reference to a non-discriminatory clause or feature.

Here I wish to turn to page 33, paragraph 83. I will depart somewhat from my opening statement that we would not spend any time endorsing what the White Paper says but here I want to make a point of endorsing the principle laid down in subsection (b) which says:

A landed immigrant will be deportable...provided his admission to the country involved no illegality; he will remain deportable on these reduced grounds until he becomes a Canadian citizen.

There may be a slight inconsistency in our position in this matter, to which I will freely admit, and that is because when I deal with sponsorship I am going to discuss the fact that there ought not to be any difference between the rights of a citizen and the rights of a landed immigrant, but here, despite the inconsistency, I feel that there ought to be on this matter of deportability. I would not have said so 20 years ago except for the aftermath of world war II. We know that there are war criminals who entered this country illegally; they passed the immigration test by a fluke, in my opinion, and we know—I do not say this to be sensational—of at least six major cases of people who are arch war criminals who entered Canada and fooled the Immigration Department completely. In at least

several of those cases they are citizens, so they would be protected even though they were guilty of the most heinous crimes, but if they were not citizens, I do not see why the protection of the law to be applied could—

Senator Pearson: Were they citizens before they got the right to come into the country?

Mr. Hayes: No. These people I am referring to are those who were guilty of the atrocities in connection with death camps in Latvia—in this particular case, Latvia—and they came into this country. Some of them are citizens and, therefore, I am afraid there is not very much that can be done now because under the Citizenship Act there is a very, very difficult procedure.

The Joint Chairman Mr. Klein: Do you want to put a question on this, Mr. Prud'homme?

(Translation)

Mr. Prud'homme: Do you know them personally and are they here in Canada? Have you known them for long?

(English)

Mr. Hayes: About four years, I should say, and in some of the cases—I do not suppose I ought to say this but I will try to say it guardedly—representations have been made to a certain branch of government.

Mr. Prud'homme: Four years?

The Joint Chairman Mr. Klein: Before they became citizens?

Mr. Hayes: In two cases, no.

The Joint Chairman Mr. Klein: In four cases, yes?

Mr. Hayes: In three cases, yes; and in one, I do not know the facts well enough to answer. Therefore, the main point I am raising is that for some time to come, Canada ought to be able to protect itself in the event that it is discovered—without any kangaroo courts, obviously, and with all procedures open and above board—that certain people came into this country who were part of the death machine—the final solution of Hitler or his satellite officers—and that is why there is a slight inconsistency. We endorse this differentiation between the right of a citizen and a landed immigrant.

Senator Fournier (Madawaska-Restigouche): These six people to whom you have referred;

are they now employed in Canada?

Mr. Hayes: Yes, they are. They are employed.

Senator Fournier (Madawaska-Restigouche): Thank you.

Mr. Hayes: The next point to be made—

Senator Hnatyshyn: Would these be restricted to six or is there a suspicion there might be many more?

Mr. Hayes: That is a good question. I wanted to be accurate in my statement to a formal Committee of this nature, so I mentioned the six. We have more than suspicions that there are more. Without going into details, on these six we have documentation. We have suspicions on a great many others.

• (11:35 a.m.)

I should like to turn now to one of the most difficult questions that any immigration department or any legislature has to deal with and that is the question of literacy and literacy tests. On page 21 of the White Paper there is a section which states that for a certain number of relatives for whom a Canadian citizen can apply, such a person can come in provided that he:

is literate in his or her own language and, if male, has or can attain by age 16 the equivalent of seven years' schooling in Canada, or is qualified in an occupation designated by the Deputy Minister of Manpower and Immigration to be in demand in Canada.

We find no objection to the question of the equivalent of seven years' schooling because that is a finite definition. We know what seven years' schooling is and a reasonable test would indicate whether you do have the equivalent or you do not. We have no objection to this question of an occupation designated because it is either designated or it is not. Where we find difficulty is in the question that he has to be literate in his or her own language, because it opens up a very wide question of what literacy is. The history of Australia in immigration for a long time earned the approbrium of a great many people because its literary tests were very unfortunate and really were an attempt to keep out Asiatics. That was well known and involves no secrets. It was very well known. So, the literary test was a method of keeping out certain groups of people without saying in bold type that you want to exclude these people.

I do not believe that the Canadian Department of Immigration has ever had this motivation and certainly we have had no such experience. What I am worried about is that unless there is a definition of literacy, such as is included in the second two phrases which are definitions of literacy or occupational skill, then it becomes a bureaucratic matter; and I do not use the word "bureaucratic" in a pejorative sense but merely to designate people who, as part of the civil service, determine at any given time what literacy is. If there is a test of literacy it should be laid out. If the disjunctive "or" were not involved, it would be simple because you either would have 7 years equivalent or you would not. Obviously, a person of 12 years of age cannot have had the equivalent of seven years' schooling. The only proposal I want to make is that some thought has to be given to the phrasing of this particular section before it becomes incorporated into any immigration act.

I also want to suggest—perhaps it is a little impetuous or even a little impertinent of me to do so—that there appears to be some sloppy drafting in this section. I say this in the event that nobody else caught it. Under (b) it talks about a list of five groups who are legally admitted to Canada as of right and any person can apply for them who himself is legally admitted. So far so good. Then paragraph (c) gives the rights of the Canadian citizens, who have the right not only to bring these people in but also to add another group before. It would be all right except that paragraph (c) has a rider, and the rider is the literacy test which I talked about, or the seven years equivalent, or the occupation designated, and that does not apply to (b). So, you have the peculiar situations that a landed immigrant in this country would have more rights than a citizen which I think was not meant to be portrayed in this section. I think it ought to be tidied up for that reason.

This leads us right into the question of sponsorship. On the question of sponsorship I would rather deal with page 41 on it rather than the list I have just described in the conclusion in paragraph 107. We believe it is a regressive step to create a distinction between the rights of citizens and landed immigrants. In other words, whatever is agreed to be the *condictio sine qua non* for admission, once that person has arrived and satisfied the department of his bona fides being here, that person should have the same rights of sponsorship as a citizen.

We do not live in an ivory tower; I do not suppose the Jewish Immigrant Aid Services does, either, but the Congress does not and we recognize some very practical aspects of the question of immigration and the motivation for trying to fix a point at which only citizens can apply, I guess on the theory that one is controlled by the laws of arithmetical progression and the other by geometrical progression. Nevertheless, as a matter of principle, it seems to be a retrogressive step to create this fundamental distinction of the rights of sponsorship and we would go on record as opposing that distinction.

Senator Fournier (Madawaska-Restigouche): Would you repeat that, sir?

Mr. Hayes: I was saying the following, Senator: On page 21 you have a list of really nine categories.

Senator Fournier (Madawaska-Restigouche): I get that.

Mr. Hayes: No, I am not going back to the point of the drafting but you have a list of nine categories. If you combine (b) and (c) and said that all landed immigrants—everybody in Canada, including landed immigrants—have the right to apply for any one of these nine, then there is equality for everybody. But once you divide it into a special right for a citizen you create the inequality which we believe is retrogressive and it is not in harmony with the Canadian public desire, as we are able to sense it—that is a subjective analysis; I have no way of saying it is objective. We do not run Gallup polls, so I could not tell you, but our feeling is that the Canadian community, made up as it is of at least 30 per cent non-French, non-Anglo-Saxon stock, would feel that this denigrates their citizenship—denigrates their position—by creating a special phase of the ability to bring in relatives, if you are a Canadian citizen, and you cannot if you are not.

Senator Pearson: At what time would you say a sponsored immigrant would have a right to sponsor another immigrant?

Mr. Hayes: That is a question that we were asked many times in a previous history of our connections with the immigration matters when we were a member of the church group on immigration of some ten or twelve years ago when the question was very practical. It relates itself to security and security, of course, being a hush-hush matter, I am not privy to the rules of the game. But at that

time we asked for a year, and I think at a certain time Dr. Kage, am I not right? It was considered two years. For the Polish and Rumanian immigration, it was two years. That is, if a person from Poland or Rumania living in Canada had been in this country for two years, or upwards of two years, he would be entitled to apply. This was a special case because it did not continue in the law. It was merely to assist the Canadians who wanted to bring—

Senator Pearson: Was this to assist certain families to regroup?

Mr. Hayes: Yes, and to be re-united.

Senator Hnatyshyn: With regard to your statement about (b) and (c) on page 21 that a landed immigrant has a preference over a Canadian citizen—

Mr. Hayes: Yes.

Senator Hnatyshyn:—I only wish to point out that a citizen has a right to admit anyone mentioned in (b). What is in (c) is just an addition.

Mr. Hayes: Exactly, but the point is that if he wishes to take them in under (b), under the present all-inclusive aspect of it he would have to prove their literacy the way it reads now.

Senator Hnatyshyn: Yes.

Mr. Hayes: However, I do not raise it as being of much importance except that it ought to be clarified if it is going to be incorporated in the law.

The Joint Chairman Mr. Klein: Mr. Prud'homme, did you have something to say? Since Mr. Hayes, I understand, is not going to be too much longer in presenting his remarks, perhaps you had better leave the questions until the end.

Mr. Hayes: There are two matters with which we are concerned that are referred to in two sections of the White Paper—one on page 40, paragraph 104, in which the White Paper, I think, puts forward very well the proposition in the last five or six lines that

A major co-operative effort to deal with this aspect of immigration—

This aspect is financial and other assistance to immigrants.

is needed. To assist in achieving this purpose, the new Department proposes to establish consultative machinery so that

concerned individuals and organizations can play a fuller part in devising improved methods of assisting immigrants to feel at home in Canada. Above all, satisfactory ways of improving language teaching facilities will be sought.

On page 39, paragraph 102, it is stated:

In the new Department of Manpower and Immigration, the Immigration Division will remain responsible for the initial reception and guidance of immigrants up to the time they reach their inland destination. Thereafter the Manpower Division will assume responsibility for the counselling and placement of workers and such family counselling as may be needed in addition.

The history of immigration in Canada since 1940 is an interesting commentary on the role of social service agencies in connection with immigration. I dare say—and I am going to make a wide sweeping generalization—that if it had not been for the role of the voluntary agencies in this tense period, the quality of Canadian immigration and integration of immigrants would not have been nearly so successful. This refers to some extent to the church groups which assisted in placing immigrants from the camps of Europe around 1946—late 1945, 1946 and 1947. It included special projects such as the war orphans group that I talked about; special groups of tailors, furriers, milliners, nurses and the whole group of people who came in—and the Hungarian immigration, indeed. If it had not been for the action of the Catholic Immigrant Aid Society, the Council of Churches, the welfare agencies and the Jewish Social Service Agencies, I am convinced that it would have been an awfully complicated and unfortunate proposition.

It is very difficult to phrase a law which gives recognition to particular agencies and it is not only very difficult, I think it would not be useful. But I think what would be useful would be to recognize in stated terms that this co-operative venture, and something which has proved its value in the past, ought to be a significant factor in the future of the immigration to this country. How that can be done in matters of statute law I am not prepared to advise and have no comment to make, but I think section 102 does not go far enough because it assumes that the Manpower Division will be able fully to assume the responsibility for the counselling and

placement of workers and such family counselling as may be needed in addition. I would say that unless there were a drastic change in the social fabric of this country, they could not possibly do it. It needs the aid and assistance of a large number of social agencies equipped to deal with family counselling and with the integration of newcomers in the community.

• (11:45 a.m.)

(Translation)

Mr. Prud'homme: Mr. Hayes, in your opinion, does the Government of the Province of Quebec try its utmost to promote immigration, or, according to you, does it only mean beautiful speeches which bring nothing concrete? If we knew your opinion, it would make our work very much easier. Do you believe that the Government of the Province of Quebec really did something for immigration, in the past, is doing something for immigration at present, or really intends to do something for immigration in the future?

(English)

Mr. Hayes: On the latter, I have no crystal ball, so I may have to pass that one, but on the former two, I think I could give some answers.

First of all, I would like to relate my experience largely to the Jewish community although, I believe, our experience has been shared by others. The Jewish immigration into Canada, for historical reasons, largely concentrated in Montreal and in Toronto, and of the division I would say—and Mr. Kage is the expert on this; perhaps you would not mind a correction if I am wrong—that perhaps, 85 per cent was divided between Montreal and Toronto, or even 90 per cent. Of that group, 60 per cent of that 90 per cent found its way to Montreal and about 40 per cent to Toronto. Further, in this group of 60 per cent, latterly there have been quite a large number of French-speaking immigrants, people who came as a result of the turmoil in the former colonial possessions of France with the independence of Algeria, Morocco, Tunisia. Quite a large number came who were completely Gaelic in their culture and background and many of them were completely bilingual—that is, French and Arabic.

I do not know their need for Arabic particularly today, but the acquisition of and their being brought up in French has been very important, and they have learned English quite well and quite quickly. But we

have had no problems in so far as the province of Quebec is concerned in such provisions as are laid down after the one year's residence rule to assist those who need help. I do not think the position of Quebec has been any different from that of any other province.

I would not be fair with you if I did not say that sometimes some municipalities gave us some difficulty, but that would not have been Quebec as a provincial authority. For example—not Montreal itself—but one of the cities within the enclave of Montreal made it very difficult to obtain the per diem amounts necessary to deal with immigrants after one year who lost their jobs or lost their homes. Usually the municipality pays one-third of the cost and the province pays two-thirds.

The Joint Chairman Mr. Klein: Dr. Kage?

Dr. Joseph Kage (Executive Director, Jewish Immigrant Aid Service): I believe the question was asked whether the province of Quebec as such has instituted measures to bring about a better facilitation of immigrant adjustment.

Mr. Hayes: That was the second question, if I may intervene. The first one was what happened in the past.

Mr. Kage: That is right. Now, by and large—and this is, of course, only a personal opinion—historically Quebec did not carry out, I would say, a reaching-out policy towards immigration. There have been substantial changes, I would say, since world war II and for the last two or three years, time and again mention has been made of instituting a better assessment of immigration policy. In general, however, compared with the province of Ontario, I do not think Quebec has the same facilities as yet.

There are also other aspects involved which go beyond immigration and this is the certain specific sociological constellation of forces in Quebec, let us say, even with reference to school integration. Obviously a child who is not of the Catholic persuasion cannot enter into a school for French-speaking persons, even if he wants to and, therefore, we have to assume that if a person whose basic language is French is not Catholic, he has to go to a school for English-speaking persons. You find that within a few years, obviously, they become English-speaking as well. It is not only language which is important here, it pertains to a further total cultural milieu.

Last year there was some evidence of this with the establishment of some kind of de-

partment of immigration under the Department of Cultural Affairs, and it is probably still there. To what extent this department has done any work, I do not know. I imagine with the change of government it has been in a state of suspended animation, but I do firmly believe that Quebec, as such, can with certain minor alteration pertaining to its reception of immigrants, do a great deal of work in creating a more positive milieu so that many a newcomer will stay there and become identified with this province. But this needs some effort and what I would call, the reaching-out. In other words, it has to get out to the newcomer and to the community in order to do this.

The Joint Chairman Mr. Klein: Mr. Hayes has not finished his—

Mr. Hayes: Two more points, Mr. Chairman, and then I will be through.

In the background paper, which is called "Notes for White Paper on Immigration; on page 5 there is a reference as follows:

With regard to the settlement of immigrants into the Canadian community, paragraph 104 mentions the establishment of consultative machinery so that concerned individuals and organizations can play a fuller part in helping immigrants to feel at home in Canada. The machinery probably will consist of a national advisory council which will advise the Minister on policy matters relating to manpower and immigration.

I should like to have recorded that a similar situation existed for a number of years in connection with various phases of immigration in Canada, certainly from 1947 on, and I do not know why it was disbanded, but it was. I think our own experience should be recorded here, this partnership between a ministry and private agencies was a very useful adjunct of government. A number of groups were involved and I believe I am thoroughly objective when I say that the work of the Immigration Department was made all the easier because of these annual and even semi-annual meetings of the consultative bodies which had consultative staff.

There are other aspects of governmental work in which this has also been applied such as in technical training—the advisory council on technical training—and so. It would not break new ground and we submit that this certainly ought to be proceeded with as a

partnership between private agencies—the sector of voluntary effort—and the government.

The last point, Mr. Chairman, has to do with a matter on which we have a certain uneasiness. I am going to be very dogmatic about it—it is just a feeling of some malaise in connection with this question of identity cards. The matter, of course, has come up before and we are of the opinion here that unless the question of identity cards is applicable to all Canadian citizens, we doubt that it is a good procedure to restrict it, for the sake of administrative efficiency, to newcomers.

Therefore we think, without making a positive assertion, that a good deal more study ought to be given to the psychological impact of these identity cards, particularly for Europeans who have gone through a very bad experience and who might not recognize the difference between a benevolent statism and a fascist statism. It could lead to all kinds of traumas and disturbance and, consequently, it is our submission that some more thought should be given to the question of the value. It is a balance of convenience. There are obviously realistic conveniences in the system, but that ought to be weighed against what may prove to be an unfortunate conclusion which would derive from the imposition of an identity card system.

Senator Hnatyshyn: I am glad you raised that point. I think there is a lot of merit in what you say.

• (11:55 a.m.)

Mr. Hayes: Now, Mr. Chairman, this is the submission we make. I would like to repeat that it will be followed up by a written submission which I do not think will be textually the same because I have not rehearsed or memorized what I said, but it will cover the points that we have made. It is also the joint submission of the Jewish Immigrant Aid Services of Canada and ourselves. We have a community of interest in this matter and the Canadian Jewish Congress purports to speak for the Jewish community of Canada on public matters through our own system of elections and so on. We feel that in making this presentation you can assume it to be the submission of the Canadian Jewish community.

The Joint Chairman Mr. Klein: Dr. Haidasz?

Mr. Haidasz: Mr. Chairman, I would like to commend the delegation of the Canadian Jewish Congress for appearing before us this morning and illuminating us on some of the aspects of the White Paper on Immigration. I have two questions this morning that I would like to ask the representatives of the Canadian Jewish Congress. The first one refers to section 47 in the White Paper, subsection (c), article (iv) where any Canadian citizen would have the privilege of sponsoring only as far as an unmarried nephew or niece under 21 is concerned. I believe that in your community, as in many other ethnic communities in Canada, unfortunately many Canadian citizens today do not have even such close relatives as an unmarried nephew or niece who is under 21. The fortunes of war—the catastrophes that were associated with it—have killed off many of their brothers and sisters and, perhaps, nieces and nephews, and if they have nieces and nephews left they are now—22 years after the end of the war—over the age of 21 and perhaps much older than that and already married. Does the Canadian Jewish Congress feel that restricting this class of relative is unfair and that it should be broadened to include nieces and nephews without restrictions of the single status and the age of 21 and, perhaps, even include first and second cousins?

An hon. Member: Or next of kin.

Mr. Hayes: Our previous submissions in connection with our almost annual pilgrimage to Ottawa on matters of immigration have always asked for an extension of the list beyond this to include cousins in Germany, but we have not made, in this particular submission, any recommendation as to the list. I think the question, being as important as it is, imposes on us the obligation when we make our written submission to meet beforehand and discuss this question of extension and produce our viewpoint on it. I think we will recommend that for our committee meeting.

Mr. Haidasz: My second question, Mr. Chairman, refers to section 54, the section referring to refugees. It was interesting to hear that there is a need for a redefinition of the concept of refugee, especially as Canada's needs are required. My question is: Has the Canadian Jewish Congress yet finalized a formal definition of refugee which should be adopted by the Canadian authorities and which would be compatible with the interna-

tional definition according to the International Conventions on Human Rights and refugees?

Mr. Hayes: I am afraid that we have done so. I say "afraid" because we did it only on an ad hoc basis and not as a guiding principle. From the year 1947 on, in our submissions we always asked for special consideration for refugees and argued with either the director of immigration, as was his title at the time, or the assistant director of immigration, that the concept of refugees ought to be wider than that which was ruling their decisions. There were also some side issues such as the matter of the two year residence rule which was very important. It was very important because unless there were an agreement on what was a refugee, you could not get the revocation of the two years' residence rule. I am sure everybody knows what I am referring to.

Therefore, it was of extreme importance to widen the definition for certain people for whom there was no opportunity of obtaining any security checks and who could not live in a country for two years because they would not be allowed to work—they would not have work permits in France, Italy or Austria. It was essential to get the Department to agree that they were refugees and, on an ad hoc basis, at times we succeeded and at times we did not. That may be a long-winded way of answering your question but I thought the explanation was important.

As to a general definition, irrespective of ad hoc interest, the answer is we did not come up with a definition.

Mr. Haidasz: Mr. Chairman, I have a supplementary question. In the definition of refugee, did the Canadian Jewish Congress, or will they, take under consideration the fact that the present international convention defines refugees only as political? Is it not reasonable, however, to extend the definition of a refugee and classify him so, taking into consideration rights other than political rights? For example, the right to practice his religion; the right to earn a living. In other words, a persecutee on religious or economic grounds should also come within the scope of this definition.

Mr. Hayes: Yes, we did. As a matter of fact, my answer to you before, concerning certain ad hoc matters of asking for the entry of particular groups of refugees, was based on the very points you make.

Mr. Haidasz: My final question, Mr. Chairman, concerns the security screening of potential immigrants. Some Canadian immigration officials almost prejudge the case, especially in the case of a potential immigrant from behind the iron curtain. They think he is already a security risk, just because he lives under a communist regime. Has the Canadian Jewish Congress any views on this?

Mr. Hayes: We have wanted to obtain the entry of such Jewish citizens of the USSR and satellite countries who wanted to come to join families. As I mentioned before, after 1948 we had arranged with Mr. Pickersgill—and I think we initiated it because it obviously applied to non-Jewish immigrants as well—for discussions to allow the entry into Canada of Polish and Roumanian refugees just on the point you make. That was done in 1948 and, I think again, two or three years after to continue it. It was terminated for reasons best known to the Department and we did not do anything further on that.

• (12:05 p.m.)

Mr. Haidasz: Thank you, Mr. Chairman.

The Joint Chairman Mr. Klein: Senator Fournier?

Senator Fournier (Madawaska-Restigouche): Through your Canadian Jewish Congress around Montreal, would you have the figures on how many immigrants you have assisted in one form or another, in coming to Canada?

Mr. Hayes: Yes, we would have those figures. As a matter of fact, we have assisted these immigrants using the facilities of the Jewish Immigrant Aid Services, the Child and Family Welfare and the Jewish Vocational Guidance. Those figures are available. If you want them to form a schedule or annex to our written submission we will provide them. Dr. Kage may have some that readily come to mind and he can furnish some of that information.

Mr. Kage: Since the end of world war II, Canada admitted from 76,000 to 77,000 Jewish immigrants from different countries. The services which are placed at the disposal of Jewish immigrants are the following; there is help—it does not apply to all the 76,000 obviously—in the pre-migration. In other words, when a person makes an application for admission to Canada, he may write to us or to his relatives and there is consultation on this and then the case is submitted to the authorities, and we give all the technical or quasi

legal assistance that is necessary so that the application will be accepted. This is the pre-migration service.

In addition, there is considerable counselling to the migrant before he comes into Canada to acquaint him as much as possible with the conditions here and with the community. After their arrival there are the social services, which are what they say. They are social services guided by trained and qualified social workers to help the immigrant in his adjustment, and this help is given in job placement, financial assistance if necessary, counselling on personal problems, schooling for the children, hospitalization and so on. In other words, the usual gamut of problems that come in with an immigrant.

In addition there are what we would call the educational services—language classes in English and French; classes, perhaps, of a nature to help them in re-education—let us say, bookkeepers with European experience may be given Canadian methods of work, and so on. There is also education for citizenship, in general, and the science of civics. I would say, without any hesitancy, that the vast majority—probably 85 to 90 per cent—of all Jewish immigrants who came to Canada benefitted from one or another service, and there are a number of them; they have been in touch with one or another of the agencies.

Mr. Hayes: I think we can provide this schedule for which you asked.

Senator Fournier (Madawaska-Restigouche): How long do you keep these immigrants on your records? How many years do you follow them?

Mr. Hayes: We follow them for at least five years. The main point is that most of them have been able to integrate themselves very quickly after initial help, so that the vast number of thousands to which Dr. Kage referred would not remain on our books. He would know better than I about the average length of time but we can tell, since we pay the bills, that the majority integrate themselves very quickly, find their jobs and become part of the total community in a very short time. This is particularly true, by the way, of this group from Morocco and Tunisia.

Senator Fournier (Madawaska-Restigouche): Did you say an average of five years?

Mr. Kage: I think this is one of the questions that is very often difficult to answer in black and white—there are many shades of

grey. The average length of assistance that an immigrant requires I would put at about six months to one year, with differences here and there. Now, there are the acts of God, such as illness, death in the family and so on, or some problem within the family or between brother and sister, father and mother, children and so on. Then this case may require more attention, not necessarily on the financial level, but more on the level of counselling and supportive services. There is a question of job placement in many instances. It is really difficult to state the length of time, but the average is very fast. The average, I would say, is between six months and one year—not more.

There is also the usual percentage of what we call the more difficult to resettle cases, because this will happen. It is also difficult to answer how long an immigrant remains an immigrant. Some immigrants respond quickly to their initial adjustment, and within a year or two they are on their way. Some may need much longer. It depends on their personality, training and so on. So, therefore, there is really no answer, but I would state without hesitation or equivocation that the initial assistance to the immigrant is the most crucial and the most important. It is most important at the point of arrival when they are uprooted and where there is confusion, and it does not matter how much money they have; it does not matter what language they speak—sometimes it is better if those factors do not play a role. But if the initial assistance is given fast—and given decently and professionally, I want to emphasize, because do-gooders are very helpful in those things but basically you need a professional approach—then you eliminate certain tensions which, perhaps, are not seen in the beginning but in a later period may express themselves in different forms of maladjustment.

Do not ask me what maladjustment is; it may be anything. But if the core of the assistance takes place immediately by competent people, then you do a great deal towards their further integration as an economic asset. So, the time is not as important as the rapidity of service and the time that an immigrant needs assistance depends on a professional casework approach to see whether the family constellation of the immigrant family includes other families—brothers and sisters—within the total constellation of the family tree.

There is no one strict answer, but the answer, I think, can be stated that proper guidance; proper education—informal and formal; proper assistance in the beginning when there

is a need, will solve the majority of problems for the majority of immigrants. The majority of immigrants are dependable, self-reliant individuals with good minds and with the desire to go ahead and if they are just given this little extra help, then they do go ahead.

The Joint Chairman Mr. Klein: Dr. Kage, on this question you stressed the importance of giving guidance to the immigrant at the outset of his arrival in Canada. Would you say that this might best be given by the particular ethnic group to which the person belongs or should it be done on a broader basis?

Mr. Kage: Mr. Chairman, if you will permit, I will have to take about five minutes on this particular subject. There is no “either or” proposition on this. Theoretically it really does not matter by whom the help is given as long as the help is given. This is the theoretical assumption, but life is not theoretical; life is a very practical thing. Let us put it this way: We sometimes think in terms of the undesirability of segregation of groups; the undesirability of what sometimes is called “the ghetto aspect” and all these things, but nevertheless society is composed of groups. Society is composed of groups, has been composed of groups and is composed of groups. It does not matter by what name you call them, whether they are professional associations or members of a certain body or members of what you call a certain ethnic group, or a religious group, or synagogue or church—they are groups. By and large, in addition to whatever help is given—it is not a question of the amount and the quantity, as important as that may be—also important is the question of understanding the immigrant.

The Joint Chairman Mr. Klein: Warmth.

Mr. Kage: That is right. I could call it friendly warmth, but I do not want to be sentimental about it; I am a professional person. I think what you need here is empathy—sympathy plus understanding. Sympathy alone is not enough because sympathy evaporates very quickly. Many people who are not in a sustained social service setting—in other words, what I term a “do-gooder” group—if an immigrant does not say “thank you” fast enough become very disgusted and think they are not appreciated, which is, of course, nonsense. We should not expect thanks. The thanks will come later when they become good citizens. This is the thanks. But it is very difficult for any person to be on the receiving end and this we must understand.

• (12.15 p.m.)

Therefore, whatever assistance is given has to be given graciously and with understanding. So, you need sympathy but you also need understanding and you also need competence in this. We do not want the immigrant—and he does not—to become dependent. Becoming dependent is a very easy thing and, therefore, you have to know also at what point this dependency should cease and at what point the immigrant can be on his own, even with some difficulty. I do not believe in coddling the immigrants and I do not believe they should be treated in any other form except this, that an immigrant cannot be compared to a Canadian because they are new. They are new in their thinking, they are new in their location, they have uprooted themselves from somewhere, no matter how easy, and they are new in everything. This newness, this specific aspect of the immigrant's adjusting during the initial period—let us call it a year, let us call it two years; really the time is not important—that is when he needs help because it is a traumatic experience. Once the trauma is removed, the immigrant must be dealt with as any ordinary person in day to day work. Above all—and this is what I stress in an immigrant's adjustment—there must be an open door policy. The open door must be there, and it does not really matter whether you give assistance to an immigrant or not, important as it may be. The important thing is that he should have somebody with whom he can talk and sometimes the mere fact of the catharsis of explaining, even informally, with somebody is helpful. It is much worse if he becomes isolated.

Now, to your question, then, of whether it should be given by the ethnic group or not, if I had to make a statement now I would give weight to the ethnic group, although professionally I really do not think it matters because, in our agency, let us say, which is a Jewish agency serving the Jewish immigrant, we have non-Jewish people employed, as long as they are trained and have the understanding, and so on. So, I do not think this is a crucial issue, but by and large, in the total Canadian setting, I can see value for a professionally guided service, perhaps with some ethnic emphasis that must be attached to the professional guiding service as such. I think this is the answer.

Senator Hnatyshyn: Dr. Kage, to make it brief, your contention is that first of all the help should be given by a trained person and,

secondly, by somebody who understands the background and problems of the person he is dealing with.

Mr. Kage: That is correct.

The Joint Chairman Mr. Klein: Mr. Hayes has another point he would like to complete.

Mr. Hayes: One of the difficulties of making an oral presentation is that you are likely to forget something and this is exactly what happened to me. I forgot to introduce another proposal we wish to make in connection with any future immigration act, and that is the provision for the sponsorship by responsible voluntary agencies so that the responsible voluntary agencies could carry on where we used to and which practice for some reason inexplicable to me, was terminated some years ago. The church groups did an enormous service to Canadian life and this possibility should be resumed.

• (12:20 p.m.)

The Joint Chairman Mr. Klein: I might mention that this has been stressed by many organizations that have come before the Committee.

Mr. Kage: Mr. Chairman, may I also mention another point in the White Paper and this refers to the emphasis on the skilled immigrant, as it were. There is no doubt, with the present technological advances, and so on, that skill is becoming an important thing, but I would like to say that we must be rather careful in being too pedantic in how we define skill. I think if one studies the history of immigration to Canada, the United States and to many other countries, one can really not necessarily equate success with the fact that a person had a certain mechanical skill or a certain kind of mechanical expertness. I think we have to allow in the immigration policy—and I know it is a difficult thing—for looking at the total person to find out what has been the experience of this person where he comes from. In other words, I would say this much: Sometimes you say that a person can only be admitted if he is under a certain age—let us say 35 or 40 or whatever the cut-off age is—but let us say there is a person of 45 who has a family and children and who has led a sound family life. There is every reason to believe that this person will have the same anxiety to maintain the same things in a new country, so there should not be a too mechanical definition of what constitutes skill. There are many psychological—and sometimes not too easy to define—subjects as to the skill assumption.

One more point is the two-year residence pertaining especially to refugees and apropos the question asked by Dr. Haidasz. There is the two-year residence which is written or unwritten in the Canadian immigration law at which I do know, by and large, a second look should be taken. I am not denying the fact that every country must have its rules and regulations and must be able to decide whom they wish or do not wish to admit, and they must also be careful in the sense of checking the background of the person to see whether he is desirable or not. I do not question this aspect. I do say, however, that if certain reports are obtained—and it is here that a voluntary agency can play a vital role—in the instance of a refugee, whether he be considered a political refugee, a religious refugee or whether even an economic refugee—I will even go this far, even though this is more difficult to define—I think the basis of judgment of this person should not be just a mechanical institute of two or three years.

There are many ways of checking on a person but there have been many instances where a person wanted to come to Canada but he was told he must wait for, let us say, two years or whatever it is, and yet the same person was admitted to the United States after four to six months. Am I to assume that the security clearances instituted by the United States are better than the Canadian procedures and, if they are better, why cannot I assume that there could be a sharing of information of this particular background? In the total analysis, I think, many a voluntary agency—especially the voluntary agencies that are responsible and which have been in this work for many years—is able, through its own investigation machinery and through its social reports, to form quite an intelligent judgment on this person—

The Joint Chairman Mr. Klein: This has already been pointed out by—

Mr. Kage: Yes, they are able to form a judgment. It will not be foolproof—none of us can be foolproof—but I think if we have to take a calculated risk in the admission of refugees, we have to take this calculated risk. The experience to date with the total immigration to Canada has been most excellent because the number of people among the immigrants who have fallen by the wayside have done so only by acts of God, not by their own volition. Therefore, when I see, for example, in the deportation clause such a thing as indigency and so on, I would like to see it

clarified. What does indigency, or wilful indigency mean? What does criminality mean? Does a parking ticket means criminality? I think these things should be spelled out.

• (12.25 p.m.)

The main point in any immigration policy, and especially for Canada—I make reference to our government and the statement Mr. Martin made yesterday that we, in the next 20 years, would become one of the major powers—is that we must have confidence in the immigrant because to date the immigrant has not failed us. If anything, sometimes I think we have failed the immigrant. We have failed the immigrant because we need more classes in language training right here in Quebec. We do not have enough. Yes, there are schools available, but there are not enough and they are not easily accessible. We need to pay more attention to the children. We need to pay more attention to the reception of immigrants in general. Again, I am not being sentimental about it, but I think this is an investment that pays off very, very fast, if you give the attention when it is needed. It is the same thing as when a person is admitted to the hospital. First aid is important; it prevents a lot of other occurrences, and if you do not give the first aid, it may result in infection and then difficulties arise which inevitably point out that somebody has failed. So what? But look at the millions who have succeeded. I think we have to accentuate the positive and we must have confidence in this aspect rather than looking at it with fear and suspicion.

The Joint Chairman Mr. Klein: Mr. Prud'homme.

Mr. Prud'homme: As a Montrealer who strongly believes that we are still allowed to speak English in Montreal, you will not mind if I ask my question in English? That is in reference to others who believe that we are not allowed to speak English now in Montreal.

Sir, very sincerely,—and I will have strong words about some provincial politicians or similar people in Quebec—do you still see the same kind of hostility towards immigration in Quebec? Do you still see the same inertia of the provincial government towards immigration and do you still see the same lack of organization of the so-called patriotic Quebec associations towards immigration? Do you see now that some change is taking place or does the same situation exist that, unfortunately, always has in the province of Quebec?

Mr. Hayes: I have the combination of a subjective and objective answer to your question. It is a *mélange*. I see a difference. I have been in this kind of work since 1940, anyway, and prior to that I had an interest in it, and I have seen over the last quarter of a century a very definite change. I do not see the groups passing resolutions against immigration which used to characterise Quebec life—

The Joint Chairman Mr. Klein: It is quite the contrary now.

Mr. Hayes: I do not see nationalist societies spending a whole day debating in a seminar the evils of immigration which would destroy their *avant le berceau*. I do not see that type of thing which used to be so characteristic a number of years ago. I, therefore, have to assume, since the people involved are no less alert than they used to be, that their minds have changed. Therefore, they do not believe that immigration to this country—you know the old tradition that it would upset the balance of power; the number of seats in Quebec as related to the total, I need not go through this primer which everyone knows so well—but I do not see that feeling expressed today as it was as recently as 25 years ago or even 20 years ago. Therefore, the conclusion is that there is, among other new looks in Quebec, certainly a new look on the matter of immigration.

Senator Pearson: I am just wondering about the question of deportation. What are your views on deportation? We heard expressed at a meeting we had in Toronto that in France deportation is practically non-existent. What is your feeling towards deportation in this country? Is it too strict?

Mr. Hayes: Personally, I have some ambivalent feelings on it and I will not be evasive in my answer to your question.

Senator Pearson: I asked you not to be.

Mr. Hayes: The matter of deportation for indigency was always felt not only by myself but by my colleagues to be a wrong note in the law and I think it is proved by the new concepts of social welfare where social welfare is granted in many jurisdictions even to chronic—what is the exact word they use? I have forgotten—but a person who just refuses to work; a ne'er do well. The concept of social welfare today is that that person has to be helped just as the person who tried his best but did not succeed. But that has not translated itself to the thinking of the Immigration

Department on immigration; they still have this concept of wilful or voluntary indigency.

On that aspect of it I think it is to the credit of the Department that in a long period of time—I do not know how many years, but at least 10 years—we do not know of one person who has actually been deported on the grounds of indigency. So while the law was there, it was honoured, certainly, in its breach—not in its observance. Nevertheless, as a lawyer by profession, I like to think that tidy arrangements are preferable to those which are messy and, therefore, if that is the belief of the law and Department, why keep it in?

Senator Pearson: The practice of the law?

Mr. Hayes: Yes, why keep it in if it serves no purpose? There is almost nothing worse than a bad law except a law that exists and is not used. I think, to keep up to date with the concept of social welfare, it would be wise to remove the question of indigency altogether and Dr. Kage referred to this. As to other aspects of it, certainly this question of sickness is too difficult to admit of old-fashioned practices. In the old days if a sick person entered this country and it could be proven that his sickness existed prior to his application, then he was deported. I think, frankly, this is nonsense. The question of when illnesses generate, what their origin is and when they become manifest is a science that even the doctors tell me they do not have the answer to. Therefore, if they do not have the answer to it, I do not think the immigration officials have the answer to it.

• (12.35 p.m.)

Mr. Kage: Even insurance companies have had that policy in force for a few years.

Mr. Hayes: Therefore, I believe that that aspect ought to be removed.

Now, on the more delicate question of subversion—subversive activities—I feel, again, it is a question of balance. I have a definite feeling that the security of this country is not measurably affected by a number of people out of the hundreds of thousands who come, who might have a belief in an economic way of life which is dissimilar from our own. If large numbers came in by the thousands or tens of thousands I might have a different view, but since the concatenation of forces makes that highly unlikely, I do not see why that particular aspect should rule out the entry of immigrants on the theory that they might be subversive and, even if they are found out, that they are deportable.

What makes it nonsensical, in my opinion, is the fact that if you are a citizen you cannot be deported, so that you can be a menace to the state for four years, 11 months and 29 days, but at the fifth year, even if you are it does not matter, so there is something that is not logical about that proposition. I think the question of deportation, while it may be a necessary device as an educative force in the law for certain matters, on the whole has not been used in those matters which mostly affect the welfare of immigrants and, therefore, should be abandoned.

Senator Pearson: It should be tidied up.

The Joint Chairman Mr. Klein: On this point, I think that while lots of stress has been put on the question of aid given to the immigrant we ought to repeat again for the record, as stated in Toronto, that statistically every man, woman and child who comes into this country brings \$1,000, and that the 250,000 immigrants who have come in the past few years have brought in \$250 million. I think this should be brought to the attention of the public and when we talk about aid to the immigrant we also ought to think about what the immigrant does for Canada.

Senator Pearson: Mr. Hayes, you said that the great influx of Jewish people was during the years 1896 to 1913. Apparently it petered out after that to some extent and then, as the doctor over here has said, since 1947 you have had some 76,000 Jewish people coming into this country. What was the reason for such an influx in the early days and then its petering out?

Mr. Hayes: There are a number of factors, historically, which should be related. In the years 1896 and on two things coincided. One was Sifton's open door policy for the development of the west which coincided only by dates with the terrible position of the Jews of what is now Poland and Russia. There were millions of them there and in the Czarist areas there were some very serious pogroms. In fact, one of the pogroms which is very famous occurred in 1905—the Kishinev pogrom.

There was the feeling of apprehension to such an extent that very large numbers of the population left what is now Poland and what was then part of the Russian domain, to enter Canada and the United States. That would have gone on beyond 1913 except that in 1914 the war, of course, sealed off the whole exit

question and then it resumed to some extent in 1921, but it did not take long before the economic depression stifled any immigration.

You may remember that our Immigration Act was not really an immigration act; it was an act to prohibit immigration except for certain classes and the main function of the immigration officers of the time was to figure out ways of how to say, "no" to a prospective immigrant. So, from around the period of 1926 to 1935 or 1936, there was no immigration anyway—never mind Jewish; there was very little immigration. In 1937 and 1938 as a result of the Nazi triumphs, the Nazi regime and the Nuremberg decrees there was a refugee problem. Neither Canada nor the United States or any other country really responded to the exigencies of the problem at either the Bermuda or any of the refugee conferences, with the result that only a tiny number came in because it was still more or less sealed off. Then came the war in 1939 and, again, it was sealed off. So, they could not have resumed after 1913, really, until 1946.

The Joint Chairman Mr. Klein: Dr. Kage wants to add something.

Mr. Kage: Senator Pearson, I merely would add this. The history of Jewish immigration into Canada follows more or less the pattern of general immigration to Canada. Prior to world war I there was no immigration law. In other words, everyone could have been admitted with the exception of certain categories that could have been barred. This was the period of large immigration into the United States and Canada and Jewish immigration followed. Shortly after the war the Canadian immigration policy changed so that everyone was barred with the exception of certain categories that were admitted. It was a complete reversal, in a sense. Then, the immigration followed the same pattern with economic dislocation, as specific needs of dislocation among the Jewish population after world war I, but if you will take it on a general percentage basis, I think you will find a fairly high consistency. During the war years, of course, there was no immigration and, therefore, it was very small.

Even following world war II, the number of immigrants admitted were also related very largely to the general immigration policy to Canada. It followed much the same pattern within the admissible categories. One does not find that one is more and the other one is

less; it is a fairly steady thing in the total policy.

Now, in terms of numbers rather than percentages, I mentioned that since world war II about 76,000 Jewish immigrants were admitted to Canada, and in relation to the total immigration to Canada it would form, I would say, a fairly steady percentage of anywhere between $1\frac{1}{2}$ and $2\frac{1}{2}$ per cent, or something of this nature, of the total immigration.

Senator Pearson: Thank you.

Mr. Hayes: Senator, there is another answer to your question about deportation. My neighbour, Mr. Zaitlin, has pointed out to me a document of the United Nations which, I think, is relevant to the studies of your Committee, and if you have not examined it may I respectfully suggest that it be examined, and that is *What is the True Philosophic Nature of Deportation*. While I am speaking, more or less, off the cuff here—I just looked at the basic paragraph and I am reserving the right to examine it further—what comes out of it is that deportation ought to be a matter where a person is excluded by your law. Then if that person comes in through trickery or any other way, because he was excluded in the first place, there ought to be a deportation of that person so that he can be excluded. Short of that, if anything comes up after his arrival, the fact that he is not a citizen should not be any reason why he should be available, so to speak, for *lettre de cachet*.

The Joint Chairman Mr. Klein: Have you finished, Senator?

Senator Pearson: Yes, thank you.

The Joint Chairman Mr. Klein: Mr. Nasserden?

Mr. Nasserden: Mr. Hayes, you have made a very thoughtful presentation and I think it will be of great value to the Committee. There is only one question left that I could ask you, I suppose, and that is, have you any knowledge of any appreciable number of Jewish people who might be able to come to Canada under this proposed act?

Mr. Hayes: That will depend largely on the world-wide situation. I am not a political analyst so I can take some guesses, and not necessarily very informed guesses. When Mr. Kosygin mentioned on a—by now—famous occasion that he would be in favour of rejoinder of families, there was a feeling that a large

part of the Jewish community of Russia were quite unhappy under the Godless regime—the atheist regime—of the communist polity and would want to join their families in Canada, or their relatives, and even be sponsored if they are capable of sponsorship. The difficulty there is, quite candidly, that it is extremely complicated because many people will not apply for fear that Kosygin did not mean what he said and, therefore, they might go to the Canadian Embassy for their visas and big brother will be watching and their names will be taken down, and if he did not mean what he said, it would be an awful penalty to pay. Consequently, this is in an area of extreme difficulty. With regard to other areas, we tried to convince the Canadian Immigration Department that there were still a number of very valuable immigrants in North Africa. I am glad to say that there is chapter and verse to support the thesis that the North African immigration has been an exceedingly good one and that there are still a number of families in North Africa who, if they were sponsored, would make admirable immigrants to this country.

The Canadian Immigration Department did send a team to Morocco last fall in October and quite a number of families were interviewed. Some of them have already come and some will be coming. So, there are several possibilities in so far as Jewish immigration is concerned. There is the possibility of some act on the part of the Russian authorities if they really mean what they say, and that there will be a mobility of people and the possibility of exit through normal channels. When the people get confidence—and this does not apply only to Jews, I want to make that quite clear, it is not a Jewish question at all, it is a total question—that the statements are meaningful, a number of them who are quite unhappy will apply. That would take place, too, out of Roumania and Poland, but one of the saddest situations involved is that as a result of Hitler's final solution, the great reservoirs of Jewish population no longer exist. Where they existed in the hundreds of thousands and, in some cases, millions in the eastern part of Europe, they are no longer there. This was one of the several tragedies that emanated from the racial laws. So, even if there were a wide and free open door policy, the number of Jewish immigrants who could come forward would be limited by the decimation of the population.

Mr. Nasserden: Thank you.

Senator Hnatyshyn: With regard to the USSR, I think if I am correct that in 1964 there is a record of only eight who were admitted to Canada from the USSR—from all the republics—which does not mean anything. There were a couple of hundred or so in 1965—I do not have the record. So, all this security business means nothing. They will not let them go.

Mr. Hayes: The theory, though, is that in 1967, if the Russian authorities give effect to the official words they have uttered, there could be a change.

• (12.45 p.m.)

Senator Hnatyshyn: Yes.

Mr. Kage: Mr. Chairman, could I make one observation which pertains to the USSR and some other countries as well. For immigration to take place there must be two definite factors: There must be a country that is willing to take the immigrants and there must be the immigrants who are willing to come to the country, obviously. With reference to immigration from certain iron curtain countries, as we call them, there is not only the question of the exit of a number of people who, perhaps, would take a calculated risk and apply for an exit, but there is also the question of their admission to Canada. For example, at this moment, unless you are over a certain age—and even then it is very difficult—you can apply but no action will be taken on your application because of this supposed security risk. Then, it becomes a matter of Canadian immigration law to make some facilities available for the admission of these people and then, once those facilities are available, I firmly believe that a number of people, whatever their ethnic origin, will take this calculated risk. But they must be able to take this risk and, at this moment, they cannot do even this.

The Joint Chairman Mr. Klein: If there are no further questions, I think I express the sentiments of this Committee in thanking the Canadian Jewish Congress for coming here this morning and giving us the benefit of their experience. Thank you.

AFTERNOON SITTING

[Translation]

The Joint-Chairman Mr. Klein: Gentlemen, Miss Juliette Barcelo, assistant to the Secretary General of the University of

Montreal, and member of the charter bureau, is with us this morning, as well as Monsignor George Coriaty representing the *Cercle de l'Amitié-Québec-Proche-Orient*. I take pleasure in introducing Miss Juliette Barcelo.

[English]

Senator Pearson: Mr. Chairman, before we go any further, what does the Near East cover?

(Translation)

Miss Barcelo (Assistant Secretary General, University of Montreal): We of *Québec-Proche-Orient* are a modest association representing Egypt, Syria, Lebanon, Jordan, the Arab countries of the Near East. Our group has around a hundred members. We are presenting a very short brief which, unfortunately, we only brought today and which I will summarize for you in a few minutes, while stressing the fact that the group of the charter bureau is quite representative.

(English)

Mr. Regimbal: Mr. Chairman, we have hardly had a chance to look at this statement. Perhaps we could save time by having Miss Barcelo read it rather than just summarize it because it will be the only chance we will have of finding any parts on which we would like to question.

The Joint Chairman Mr. Klein: I do not know. We have two other witnesses after this. This statement is about 11 pages long and I imagine it would take some time to read. I think it would be more productive if she gave a resumé and then we could ask questions.

(Translation)

Miss Barcelo: I sum up the argument. We will read the recommendations. The *Cercle* includes, in equal numbers, Near Easterners and Quebecers, a fact, I believe, which gives to our remarks a special character as it combines the experiences of two groups. In the Board of Directors, two persons have been intensely interested in immigration: Mr. René Gauthier, Director General of Immigration in Quebec, and myself who worked for seven years in the Federal Department of Immigration and for a while in the Quebec Immigration Service.

I want to draw the attention of the members of this Committee on the degree of excellence of immigrants from the Near East, a fairly recent immigration, for many political

reasons, but of a much higher level of education, schooling, than the average of those we receive. Statistics show, for the last year, 1965, 1,980 immigrants coming from Egypt and Lebanon. It is a French-speaking majority, because these countries are of French culture, while France, altogether sent us 5,225 immigrants. We understand that promoting immigration from the Middle East would help to correct, maybe, the anomaly, emphasized in the White Paper, of the disproportion between the immigration integrating with English-speaking circles and with French-speaking circles. Efforts should really be made, maybe in a more systematic way than in the past, with regard to French documentation, to French-speaking Immigration Officers in these countries, to the opening of offices in these countries, to increased personnel and to a basic promotion of immigration from countries of the Middle East which are not considered at the moment, I believe, as countries where immigration should be encouraged. If you have heard other briefs, there are countries from where immigration is encouraged and countries from where immigration is not encouraged.

I will now read the recommendations. If you have some questions, there are of course answers in the text, but we will be glad to answer them.

Mgr. Coriaty: I would like to say here a few words about the Near Easterners. The Assistant Director of this *Cercle de l'Amitié-Québec-Proche-Orient* and myself are two of them. I am also from the Middle East and I know very well the Middle Easterners who come here to enrich our country, Canada, not only by their language but also by their culture. They speak French, English and often three and four languages. Their education is above average. I could say that most of them have completed secondary school, grades eleven and twelve, and a great many of them are university graduates. It is, I believe, a sensible choice by Canadian Immigration, and I am sure that Canada will gain much by admitting these immigrants. I would like to draw your attention to a summary of the recommendations included in the brief presented by the Bureau of the *Cercle de l'Amitié-Québec-Proche-Orient*:

(1) The establishment, in the very near future, of a permanent office of the Canadian Department of Immigration in Beirut and a forthcoming and substantial enlargement of the present establishment in Cairo, with the assignment to these

two establishments of Canadian doctors and the appointment of native doctors whose diagnostics will attest the fact;

(2) A judicious choice of officials for appointment to these two establishments, which presupposes in particular that:

- (a) at the start, they have a desire of encouraging immigration of Near Easterners as much as Canadian legislation and departmental regulations permit;
- (b) they be French-speaking or at least have a perfect knowledge of French;

(3) The application of a "wide open door" policy to Near Eastern candidates for immigration to Canada, as they represent a first class community and are susceptible of relatively lessening the enormous lack of balance between English-speaking and French-speaking immigrants.

(4) The requirement that all immigration officials notify in writing each turned down candidate of the reasons for the refusal of his request (except, maybe, in cases bearing on the security of the country or on the moral conduct of the candidate), whether this refusal is of a temporary or permanent character;

(5) The enlargement of the formula of "collective sponsorship"—if it is maintained—to cover all groups of an ethnical, religious or cultural character existing in Canada and meeting certain requirements to be defined by the Department of Immigration;

(6) The perfect knowledge of at least the two official languages of the country by the officials of the departments with whom the immigrants will come in contact at the moment of their arrival and in the days following their arrival and this, everywhere in Canada, especially at airports and ports;

(7) The suppression of discriminatory and vexatious measures aimed at Near Eastern immigrants (and at other immigrants who may be involved) and, in particular, the suppression of the "second medical examination" required on arrival.

(8) The final validation of the immigration visa by the qualified Canadian official in the country or place of origin of the accepted candidate, so that there will not be the issuing of a kind of "super-visa" on arrival;

(9) A careful examination, by the competent services of the department, of

all the elements of information and of all the documents placed at the disposal of the immigrant or given to him and essentially of the temporary identity card, with the double regard of bilingualism of these elements and documents and of quality of their external appearance.

(10) The extension to immigrants from the Near East of the benefits of the governmental programme of transportation on credit or "travel loans", in accordance with the terms and conditions applicable to categories of immigrants already benefitting by it.

(11) A close co-ordination between the Federal Department of Immigration and the Departments or Services of Immigration of the Provincial Governments who have them, especially in matters of recruiting of immigrants and of granting of visas to immigrants recruited by provincial services and this seems particularly important in the case of Quebec;

(12) Finally, a net increase of the documentation placed at the disposal of immigration candidates in the foreign offices of the Department of Immigration, this documentation being easily available in French as well as in English, whether it concerns official documents, booklets or magazines or newspapers.

Gentlemen, the Bureau of the *Cercle de l'Amitié-Québec-Proche-Orient* thanks you for your kindness in studying its comments and recommendations. It expresses the wish that, in connection with others, the measures it recommends will ensure a sensible and successful increase of the immigration of Near Easterners to Canada.

(English)

Senator Pearson: Am I correct that there is no Canadian immigration office anywhere in the East?

(Translation)

Miss Barcelo: There is one in Cairo.

(English)

Senator Pearson: There is none?

Mgr. Coriaty: There is one in Cairo.

(Translation)

Miss Barcelo: But the immigrants from Lebanon must send their applications to Vienna, in Austria, and Immigration officials from Vienna travel, as Commissions, to interview the immigrants from all the other

Middle Eastern countries, except Egypt and Israel where there are Immigration offices. Evidently, they cannot be a part of the group. Which means that the Commissions travel in a very sporadic manner, and that one must wait six months, sometimes a year, before getting a visa from Lebanon. Furthermore, to understand the situation when it involves interviewing future emigrants, advising them, one must just the same have, at the start, an understanding of the situation of the country in which they live, of the mental habits of the people they are dealing with. Someone who is stationed in Vienna and who only makes a short trip to these countries, may not be able to appreciate and to give sound advice to the immigrants he visits.

(English)

Senator Pearson: Your suggestion, then, is that they should have a great many more stations in the Middle East?

Mgr. Coriaty: Yes.

Senator Pearson: A principal one, say, in Cairo, and branches through the rest of the Middle East?

Mgr. Coriaty: I would prefer to have one in Beirut, especially for Lebanon; because Lebanon is the centre of the other Middle East countries. Egypt is now independent, and she is alone; but besides Lebanon there are Syria, Jordan and Iraq and other countries which are dependent on Lebanon as the central one.

As Miss Barcelo has said, we have many difficulties with Vienna, which is the centre of immigration from Lebanon, Syria or Jordan. A request is made in Lebanon and then it must go to Vienna to be studied. Once or twice a year they come to Lebanon—to the Middle East—to study these questions and demands. It is very difficult when you find that thousands and thousands of persons who have requested to come to Canada have to wait their turn.

I would like to give you an example. I know personally many of those who were married in that other country and they came here hoping to bring their wives or fiancées. They have to wait eight or ten months to have their companion-to-be join them. I think this is caused by not having a centre in Beirut.

Senator Pearson: Mr. Chairman, I just want to say that I agree with your contention that we will never become a great nation if

we do not have more immigration offices. We need people in this country, and this is the only way we can get them.

(Translation)

Miss Barcelo: From a political point of view, Beirut is especially well situated because travel is easy. We know of the movement of capital from all neighbouring countries towards Lebanon, and it is very easy to go to Beirut either from Syria or from the other countries.

In addition, it is a country which nearly has, all the same, a Christian French-speaking majority. It is therefore, important from the point of view of human capital and money capital. Some very impressive capital movements can happen there.

Senator Fournier (Madawaska-Restigouche): Mr. Chairman, Madam, are these Canadian officials who are there, at the Vienna office?

Miss Barcelo: It is an Immigration office.

Senator Fournier (Madawaska-Restigouche): Good. Second question: In your second recommendation, you mention a "judicious choice of officials for appointment". You are speaking again of officials of the federal office? Of Canadian officials?

Miss Barcelo: Yes.

Senator Fournier (Madawaska-Restigouche): Do you have serious problems about the offices?

Miss Barcelo: In Cairo, since the establishment of the office, I do not think they have had a bilingual departmental head.

Senator Fournier (Madawaska-Restigouche): English-speaking?

Miss Barcelo: In Israel, it is another problem.

Senator Fournier (Madawaska-Restigouche): No, I said: They would be English-speaking.

Miss Barcelo: They would be English-speaking yes.

Senator Fournier (Madawaska-Restigouche): They are English-speaking Canadians.

Miss Barcelo: Yes. They do not know French.

Senator Fournier (Madawaska-Restigouche): There is one Canadian sent by the Canadian Government?

Miss Barcelo: There is an Immigration office in Cairo.

Mr. Haidasz: What are these discriminatory measures mentioned in the seventh recommendation?

Miss Barcelo: The second medical examination. It is only immigrants from the Near East who have to submit to this measure. Canadian immigration offices abroad—in England, France, Germany, Rome—have Canadian doctors of the National Health and Welfare Department who carry out medical examinations and this assures entry from the medical point of view. In other countries where there are no Canadian doctors appointed by the National Health and Welfare Department, the examinations are carried out by doctors appointed by the Embassy. Please notice carefully: I said appointed by the Canadian Government, but the Canadian Government refuses to accept their judgment, compelling the immigrant on arrival to submit to a second medical examination by a Canadian doctor at the place of entry, whether it be port or airport. The immigrants leave behind very difficult living conditions as in Egypt or indeed in the Near East, to which they cannot return. They have passed a medical examination which, in their opinion, is valid and they have to sign a document to the effect that if they do not pass the medical examination given by the Canadian doctor on arrival, they agree to return to their country. Then on one boat arriving in Halifax there may be 500 sponsored Italian immigrants who do not have the standard of education required for unsponsored immigrants, and alongside of them you have professional immigrants coming from Egypt. All the Italian immigrants will be swiftly processed, whilst the Egyptian immigrants will be delayed because they have to undergo a further medical examination. The same holds true for other countries.

Senator Fournier (Madawaska-Restigouche): Has this by-law been in existence long?

Mr. Haidasz: To my knowledge, it has always existed.

Mr. Régimbal: Let us return to the brief presented by your committee. You say that you number almost one hundred persons, half of them being Canadians and the others immigrants from the Near East?

Miss Barcelo: Yes.

Mr. Régimbal: How long has this committee been in existence?

Miss Barcelo: A year.

Mr. Régimbal: For only a year? And what is the specific aim of this committee?

Miss Barcelo: To encourage mutual knowledge of the civilizations of the Near East, Canada and Quebec. We hold discussions, round table meetings, we have an oriental supper at which we serve oriental dishes. The Club is definitely not open to the public at large. Its members are selected. Some are Deans of University Departments, some are members of the liberal professions, and so on.

Mr. Régimbal: Do you have a special field of activity concerning the immigrants? Do you make contact with them when they arrive?

Mgr. Coriaty: The reception centre of Saint-Sauveur was established three years ago to welcome all immigrants from the Middle East regardless of their race or religion. We began contacting the immigrants in this way three years ago. It was not until later that these immigrants who had arrived in Canada wanted to become more a part of the Canadian way of life. Then we had the idea of creating the Quebec-Near East Friendship Club and that is how our plan of activities began, although we still maintained the reception centre. I am the founder of this centre and am on its staff. I have done this work for the past three years. I, personally, have welcomed from 4,000 to 5,000 immigrants who have passed through my hands. I might mention here incidentally, the work which has been carried out in constant contact with the Canadian federal immigration authorities, thanks to the support—I may give his name—of Mr. Masson.

Mr. Régimbal: After welcoming them, what else do you do for them? Do you have any organization at all to which they may turn when they are troubled with special problems?

Mgr. Coriaty: They can always come to the reception centre.

Mr. Régimbal: A reception centre?

Miss Barcelo: Also, Mgr. Coriaty has a two-fold advantage, being the vicar of the parish of Saint-Sauveur which is the parish of the Catholics from the Middle East. He is constantly in touch with these people.

Mr. Régimbal: If I understood you correctly, you mentioned that about 1,900 immigrants entered...

Miss Barcelo: In 1965 there were 1,980.

Mr. Régimbal: What is their particular tendency?

Miss Barcelo: From the point of view of work?

Mr. Régimbal: Yes. From the point of view of work.

Miss Barcelo: They are white-collar workers. There are scarcely any labourers amongst them.

Mr. Régimbal: Did they integrate quite easily?

Miss Barcelo: Obviously, they meet all kinds of difficulties resulting from the problem of equivalent professional diplomas, that is, architects are reduced to being designers and things like that, but they have integrated with the Canadians.

Mgr. Coriaty: Lawyers, dentists, and doctors are grappling with the same problem. Perhaps it is a provincial problem. Doctors coming from the Near East are bilingual, for the most part, and extremely cultured people. There are more or less 60 or 70 of them in Canada, or rather, in Montreal, but I would say that in three or four years there will be none left in Canada, not merely in Montreal; they will all go over to the United States for lack of a system for granting them acceptance here.

Mr. Régimbal: About how many of the immigrants chose to live in Quebec or Montreal?

Miss Barcelo: I have the figures. There were 1,378 Egyptian immigrants, of whom 1,012 came to Quebec. So the great majority of them chose Quebec or Montreal.

Senator Fournier (Madawaska-Restigouche): Is that because of the language?

Miss Barcelo: That is right. They are of French cultural background.

Mr. Régimbal: What is their minimum level of education?

Miss Barcelo: Mgr. Coriaty said that the minimum was Grade 11 or 12, but the *baccalauréat* is the most common level.

Mr. Régimbal: I mean in those countries.

Miss Barcelo: In the class of people who want to emigrate.

Mr. Régimbal: What percentage?

Mgr. Coriaty: Ninety-five per cent of educated people.

Mr. Régimbal: Approximately how many immigrants could we receive of those who apply to come here?

Miss Barcelo: Mgr. Coriaty has figures for Egypt in that respect.

Mgr. Coriaty: Well, we could always still welcome an indefinite number.

Miss Barcelo: But how many are there? Monsignor, you have already quoted figures.

Mr. Régimbal: How many people over there would like to come?

Mgr. Coriaty: You could say 20,000. You could even say that there are 20,000 from Cairo alone. You might add 50,000 from the Lebanon.

Mr. Régimbal: And all of them fall into this category of Grade 10 or 11 education?

Miss Barcelo: If you study the situation in those countries, they are the white-collar workers, the intellectuals of other than purely Egyptian culture. It is the people of Greek or Lebanese origin, not people of Arab culture who apply for emigration.

Mr. Régimbal: Speaking of the officials assigned to the immigration service, you say in your recommendations that, first, they wish to encourage immigration from the Near East. Are we to understand from this remark, there is not sufficient encouragement from this quarter?

Mgr. Coriaty: Yes. I could answer that question in two ways. There is the possibility of a refusal; there are two kinds; the first being that you are required to have a work contract before being accepted for immigration to Canada. And you know how difficult it is to obtain such a contract before the immigrant arrives.

Secondly, they require a guarantee. And I have letters which prove this, in which they say a guarantee is necessary after the medical examination. Once they have seen the letter, they say: now you can request a guarantee from Canada in order to be accepted. You have been accepted, but in spite of that they ask for a guarantee. So both cases are tantamount to a refusal.

Mr. Régimbal: Are you speaking of a financial guarantee?

Mgr. Coriaty: All kinds of guarantees: Arrival in Montreal, personal circumstances, being accepted in families, etc. The significance of the guarantee is to ensure that you have money or lodging housing.

And, thirdly, the White Paper accepts all immigrants on standard conditions: knowledge of at least one of the two languages spoken here in Canada, having an acceptable profession, and thirdly being of good behaviour. And there you are. I have not mentioned this, but sometimes they refuse on account of age, for instance, people in their sixties who cannot work. But sometimes they refuse a person, twenty or thirty years old, who has qualifications. They refuse a person for one thing or another. But sometimes they refuse a person without giving the reason for doing so. These cases have occurred a hundred times over. These immigrants want to come to Canada but they will not succeed.

Miss Barcelo: Then, more of these people are required.

Mr. Régimbal: Three or four times you bring up the question of the French language. Does that indicate a mistake on our part?

Miss Barcelo: Members of the charter committee who are not yet Canadian citizens, have shown us their Canadian identity card—you know that piece of paper, detached from a form completed before departure and returned to you on arrival at the port of entry—well, everyone received a form worded exclusively in English. Now, I know that a French copy of this form exists. There are French versions. Obviously, in the Cairo office, no one took the trouble to ask for forms worded in French.

Mr. Régimbal: I read in paragraph 4 of the recommendations:

“that all immigration officials be obliged to inform each rejected candidate in writing and with courtesy...”

I would like you to explain that “with courtesy”, Miss Barcelo....

“of the precise reasons for refusing his request (except perhaps in cases involving the security of the country or concerning the morality of the applicant)....

Why not mention the reasons in such cases? You have to admit that there are all kinds of moral standards.

Miss Barcelo: Because there are sometimes sources of information of morality in certain

countries which it would perhaps be undesirable to question. No one would want to say: "because you have a conviction", or because "we have such and such information on your past life". Personally, I would prefer them always to be given the reasons, all the reasons. There are some other countries which do this, give all the reasons.

Mr. Régimbal: To return to the matter of courtesy. Are we to understand from you that we have perhaps been lacking in courtesy?

Miss Barcelo: In those countries, people are perhaps more formal in their outlook. Let us say that the letters are extremely abrupt. They say—we have a letter here "Do not contact us again by telephone or mail, for you will not receive a reply".

Mr. Régimbal: You have a copy of that letter?

Miss Barcelo: Yes. This is quite an interesting case, because this letter was sent from Cairo, while from Ottawa—they wrote from Ottawa—a letter was sent setting forth all the reasons, a very nice letter, in French, in the immigrant's language, very appropriate, very acceptable. But this letter was sent from the Cairo office:

(English)

This letter concerns your application for admission to Canada for permanent residence.

I regret to tell you that you have been unable to comply with the requirements of the Canadian Immigration Act and Regulations and consequently I cannot facilitate your admission to Canada. The contents of this letter will, I realize, be a disappointment to you and I am sorry I cannot write to you more favourably.

Although you may be tempted to write to me or call at this office requesting reconsideration of your application, please do not do so as every consideration was given your application before this letter was written.

(Translation)

It must be said that it is a courteous letter. There are curter ones. But we have another one giving the reasons for the rejection. And those reasons are very acceptable.

Mr. Régimbal: It is a matter of form rather than of substance.

Miss Barcelo: There is the matter of substance. It is very important also, but the reason for the rejection should be given.

Mr. Régimbal: At paragraph 9 of the suggestions, you say:

careful consideration, by the appropriate departmental services.

Again, does that reflect some shortcoming? Does that emphasize the existing inconvenience, or the bad experience you may have had?

Miss Barcelo: This is done very systematically: there is no literature in French. Not only there is no literature in French, but there is not enough literature in the countries where it was considered unnecessary to promote immigration.

Mr. Régimbal: I emphasize the word "careful". I should like to know the reason for this word "careful". Do you believe our approach is summary?

Miss Barcelo: This is because the point about immigrants asking for literature was raised on many occasions. Monsignor Coriaty, has been in this field for many years.

Mgr. Coriaty: The word "careful" is in the sense of individual. The selection of immigrants in the Middle East is done on the basis of number, for instance in Lebanon or Egypt. There are many applications, but they are rejected because no more than 2,000 persons may be admitted to Canada. Individual cases are not examined or revised or considered. The rejection is automatic because the required number is already reached. The rejection comes automatically, and no special cases are considered, no reasons given. There is something else too. People come and tell us, for instance: "You go to Canada, Canada is a beautiful country, you are going to find work, etc." And we get a paper on which it says: "Do you accept any type of work in Canada?" "Yes, I do". They never talked about having them come to Canada. They are not told: "You are going to find a steady job or not". They simply say: "Do you accept any work?" "Yes, anything". All those questions are on paper, and not put verbally. I think that each immigrant who wants to come to Canada should be told that he may or he may not find work, that such or such a type of work is difficult to find, for such or such reasons.

Mr. Régimbal: Am I right in saying that your brief leaves us under the general impression that there is not enough effort by Canada to study immigration possibilities?

Miss Barcelo: The staff is not sufficient and, of course, we have what the monsignor noted: the immigrants do not spend enough time in the interview with the immigration officer to have a full explanation of the situation and to get the appropriate advice.

Mr. Régimbal: Just a word in closing, Mr. Chairman. I should like to endorse the monsignor's favourable remarks about Mr. Vachon. I have also had an opportunity of meeting him and our relations have always been most cordial.

(English)

Mr. Nasserden: I have a question for Mgr. Coriaty. With regard to the need for an office in Beirut do the delays that we have at the present time discourage a lot of people who are interested in coming to this country?

Mgr. Coriaty: Right.

Mr. Nasserden: On the language problem that you mentioned, in the Cairo office English would be a better language than French, would it not? And if it was in Beirut it would be better to have French.

Mgr. Coriaty: In both of them they need more French than English.

Miss Barcelo: Even in Cairo.

Mgr. Coriaty: I think the English is necessary, too; but, as I said, in both Cairo and Beirut they need to have an official one in French.

Mr. Nasserden: I can understand that they would need French in Beirut because of the French mandate, but in Cairo the situation is a little different. At least when travelling there you find that English is spoken a lot more often than is French to guests in Cairo.

Mgr. Coriaty: It depends upon two different categories in Egypt. When it comes to the religious side there are two different parts of religion, the Orthodox or the Catholic. In the Orthodox faith they are more English-speaking than in the Catholic faith, but we have found that in the Orthodox faith there are also French-speaking people. Both of them would like to have more French, because those who are refused in Egypt today are mostly French-speaking.

Miss Barcelo: Mr. Chairman, may I add that of this figure of 1,378 from Egypt 1,012 chose Quebec which proves that the majority is French-speaking.

Mr. Nasserden: Of those who came to Canada?

Miss Barcelo: Yes, of those who came; because of the fact that it is a unilingual English-speaking officer who is there. Secondly, in Egypt today English is compulsory in schools. Let us say that the new regime favours English more as a second language, but the people who want to leave are of another group, and this is the group that we should tap.

Mr. Nasserden: Even in Lebanon the younger people are now inclining towards English, too, are they not?

Mgr. Coriaty: You could say that the Lebanese people until now have been attached to France because of the mandate from a long time ago when they were under French authority; and from the history in the schools in Lebanon today most of them are French. We have only one English college—the American University; the other schools—St. Joseph's and the Lebanese Academy—are all French.

• (2.50 p.m.)

Mr. Nasserden: Someone has already mentioned the second medical examination.

I cannot read the French part of this, but did you deal at all with the refugees in Beirut?

Miss Barcelo: Not as such; but we mention the necessity to keep group sponsorship; that if it is going to be maintained for other groups it should be extended to all groups. There should not be those who have precedence. If it is going to be maintained and if the Immigration Department is going to make rules for some group sponsorship it should be applied to all groups. We all realize that the refugee notion as in the international agreement is out-dated today. Refugees from the iron curtain countries will probably become fewer and fewer, and Christian refugees from Arab countries, or Jewish refugees from North African countries, perhaps do not have refugee status in law, but, in fact, these are the modern refugees. There should be an extension, or, at least, the maintenance, of group sponsorship.

Mr. Nasserden: Have you had any trouble in getting any of these refugees from Lebanon over here?

The Joint Chairman Mr. Klein: Do you mean any trouble in getting them to come, or trouble in getting them out?

Mr. Nasserden: I was going to ask that question. You do not need to ask it for me. I know the answer but I want it on the record.

Miss Barcelo: I think that the situation in Egypt, for example, may warrant special consideration for the people who want to leave Egypt.

Mr. Nasserden: I was asking you about Lebanon. I visited two refugee camps in Lebanon last fall. Have you tried to get any of them over here, and have you had any difficulty in bringing them over?

Miss Barcelo: No, you are talking about Palestine refugees under the United Nations? That is a very special question. I think it is on such a level that Canada should not take a stand on it. That is a personal opinion.

Mr. Nasserden: It enters the whole immigration picture, I think, when you consider the fact that your association, representing the middle eastern countries, or people in Canada representing middle eastern countries, tell us that there are thousands of people who want to come to Canada. Here we have thousands of refugees who are living in sub-standard conditions today; about 1½ million living on 1 million rations; and the countries are reluctant to let them go.

Miss Barcelo: I know; but I think it would be such a drop in the bucket. Which group can really sponsor these people?

Mgr. Coriaty: There is something which I would like to add on this question of refugees. Those who need to come to Canada are few. They are only a few of the group of refugees. If we consider the Moslem group, the majority of them are from Palestine and they are now in Lebanon. These kinds of refugee are not anxious to come to Canada; they want to go back to Israel. This has become a political affair.

Mr. Nasserden: I know that argument; but there are also Catholic refugees in Lebanon from Palestine. I visited a camp where they all were.

Mgr. Coriaty: Yes.

Mr. Nasserden: That was right in the city of Beirut itself.

Mgr. Coriaty: We do not have any problem with these refugees.

Mr. Nasserden: To bring them over?

Mgr. Coriaty: Because they never ask to come here.

Mr. Nasserden: Oh. It is an interesting question and I thought it should be brought up because you are asking for thousands of people to come here, and here are some people who are displaced.

Mgr. Coriaty: You ask about people who would like to come. We found some people in Lebanon who are interested in coming here and who have already made application in Beirut. Most of them are professional people and these people would like to be here. But those who are not interested in coming—we are not looking to them. We are only willing to help those who are interested in coming. The majority of them today are in Beirut and have made applications to the immigration office, or to the Canadian Embassy. I have many names and many letters—a thousand letters a year—coming from Lebanon or Egypt. I think I should give them to the immigration officer to file. They concern the acceptances and refusals of these people. They are in all languages—French, English and Arabic. These are here today, along with the applications from professional people. They all have diplomas from universities and they were all refused.

Mr. Nasserden: Do I understand that your association helps the immigrants when they come to Canada?

Mgr. Coriaty: Yes; I would say this. We are helping to direct them. We are really lucky to have—and I repeat this in English—Mr. Vachon in the immigration office. He has given us a great deal of help in directing us to the people coming from Lebanon; and fortunately we have a good committee taking care of them as soon as they arrive at the airport. They greet them and settle them in small apartments and also give them all directions on how to work, how to live in Canada, and on the Canadian climate, et cetera.

Mr. Nasserden: I see.

Mr. Régimbal: But you are talking there of the centre d'accueil, not of the committee.

Mgr. Coriaty: Yes; not the Bureau de l'Amitié Québec-Proche-Orient. That is different.

(Translation)

Senator Fournier (Madawaska-Restigouche): I wanted to ask two questions. The first

one has already been answered during the discussion. My second question deals with item No. 8 of your brief, where you talk about a "super-visa". Would you give us some explanation about this?

Miss Barcelo: This term is used because the visa issued overseas is not a guarantee of entry into Canada.

Senator Fournier (Madawaska-Restigouche): You mentioned—

Miss Barcelo: Let us not forget the medical examination.

Senator Fournier (Madawaska-Restigouche): Because there is a medical examination, in addition to that?

Miss Barcelo: Yes. It was decided in certain countries that a medical examination carried out by a Canadian doctor stationed in a foreign country guaranteed entry into Canada. However, the visa enables one to reach the port of entry only to be told perhaps that he is refused.

Senator Fournier (Madawaska-Restigouche): Yes, the officer issuing it—

Miss Barcelo: The only person who may authorize entry into Canada as immigrant, is the officer at the border. Other countries proceed otherwise and the visa is a promise of entry. Here, it is a permission subject to approval by the officer upon arrival.

Senator Fournier (Madawaska-Restigouche): You refer to discrimination.

Miss Barcelo: This is from the psychological point of view. In practice, if there have been medical cases that have been rejected, where people have had to return, I do not know any of them.

From the psychological point of view, when a man leaves a country, when he has sold everything, abandoned everything, perhaps even knowing that he cannot return to that country, and when he goes without knowing whether he will be accepted upon arrival, this is absolutely terrible. And this is a horrible experience, as immigrants have told us.

Mgr. Coriaty: The immigrants want a guarantee rather. I do not know of any specific cases where this was clearly evident. Indeed, it is a guarantee; we would like Canadian visas to have greater power. This is all we ask for.

If more power is given to Canadian visas, their prestige will be greater; the mere paper,

as it was called here, will then become a little more representative, just like the card given out in America, which is a good card, a nice card and which may be used almost everywhere. A visa should be strong enough for its holder to know that he is already in Canada once he has been "landed" on Canadian soil.

Miss Barcelo: In many cases, your Lordship, diplomas, a work contract or a guarantee are also required; by obliging the immigrant to produce a work contract, of course, you ask him either to resort to fraud, or to do something impossible. You know very well that no Canadian employer will give a work contract to an Egyptian whom he has never seen before.

Canada requires that such a contract be produced. In fact, this is a way to refuse the immigrant, while it is not required in other countries.

Mr. Nasserden: There is one question that I forgot to ask. You indicated that skill alone does not necessarily constitute a qualification today for someone coming from the Middle East. He has to have a guarantee of employment?

• (3.00 p.m.)

(English)

Mgr. Coriaty: I will give you an example about teachers. Those who come from Egypt and Lebanon, who want to teach in this country, are asked to write directly to the minister of education and to get permission to teach in Quebec or in Ontario. They want them to send all their diplomas here, first, to the minister of education, to see if similar diplomas are available here and acceptable. Then they go to the immigration office and tell them that they have already been accepted by that minister of education. The immigration office will then give them a visa to come over here.

Why could not the officials who are already in Egypt look over these diplomas to see if they are acceptable here? Why have all this correspondence between the two countries. Being a mailman here sometimes, I personally have many of these diplomas coming to my office. They have been sent from Egypt in explanation of these diplomas and that a university B.A. means so-and-so. Why not have these diplomas examined and accepted at the immigration office?

(Translation)

Senator Fournier (Madawaska-Restigouche): You mean this is a loss of time?

Miss Barcelo: I do not know whether the Departments of Education in Canada or Universities recognize foreign diplomas. This is done currently; the University of Montreal, for instance, recognizes diplomas every day. For instance, I have seen someone report to the immigration office with a letter from the Department of Education certifying that the diploma was equivalent and he was told: "Very well, now you have to show us an offer of employment."

Degrees may be recognized by correspondence, but one cannot get an offer of employment from a school board by correspondence.

(English)

Senator Baird: How do the standards of these different diplomas compare? Are they as high over there, or are they higher?

(Translation)

Miss Barcelo: The bachelor's degree, the license in law, the license in letters of the University of Cairo are recognized as equivalent. In general, they are recognized.

(English)

Mgr. Coriaty: I would like to add that there are some educational standards which are higher, because in the Middle East they are using the French or English method. Let us say that a year's study in Lebanon equals about a year and perhaps four months here. That is in the higher standard of study.

(Translation)

Mr. Régimbal: I have only two questions. According to the application forms, in what age group are Near East immigrants wanting to come to Canada? Have you been able to establish the average age of those interested in coming?

Mgr. Coriaty: Those who came here?

Mr. Régimbal: Of those interested in coming.

Mgr. Coriaty: Based on the letters, I could say that those refused were between 25 and 40 years of age.

Mr. Régimbal: 40 years—

Mgr. Coriaty: Those refused.

Mr. Régimbal: Secondly. Miss Barcelo, you referred to money being transferred, were you able—

Miss Barcelo: I was not referring to Cairo.

Mr. Régimbal: Were you able to establish a rough average of the amounts involved?

Miss Barcelo: As far as I am concerned, I think such enquiry should be directed to the Department of Immigration, which has all those figures in detail. Of course, there is no question of transferring money from Cairo. This is not possible. We are touching precisely one of the problems: people leave Cairo without bringing anything along. When they get their exit visa, they are almost naked, if I may put it this way. Of course, an additional effort must be made by the country receiving them, but from Lebanon, money moves freely. In this connection, you could get the figures from the Department.

Mr. Régimbal: It would be interesting to know these things.

(English)

The Joint Chairman Mr. Klein: Are there any further questions?

Mr. Nasserden: I have one last question. Have you found that any of those who came have had very much trouble in getting established here?

Mgr. Coriaty: No; We found some of them had trouble professionally, yes; they take a little time to get started because they need some Canadian experience. They say that they have just arrived and how can they have any Canadian experience. All they need is a chance and then they will have their Canadian experience. This is the hardest part for them. In my parish we have 1,000 families of whom 700 have already recently arrived. We have 400 teachers; we have almost 70 architects and engineers; we have over 60 studying for C. A., who are working at the same time; we have 30 or 35 people working for the Department of National Revenue—the federal government; we also have some working in commerce, who have started some industries. They had a little money over there and they brought some with them. I could not find one of them—well, some of them, yes, are really difficult people. I did not say that the selection came from the officers. Some of them were not really a good standard of these elements.

Mr. Nasserden: What I want to know is whether they have become a charge on the community?

Mgr. Coriaty: No; they never have been a charge.

Miss Barcelo: On welfare?

Mr. Nasserden: Yes.

Miss Barcelo: Well, because they cannot take any money from Egypt they need assistance on arriving but that is given to all immigrants at the station for one year; so that should not be counted. We would have to get the statistics from the Immigration Department to determine how many are on welfare, but I do not think we have—

Mgr. Coriaty: I would like to say, also, that we are really very pleased with the immigration from the time of Mr. Vachon. I knew him and was always with him—and he was of great help to these immigrants, to get them started. I know that most of them who come from Egypt—I would say 90 per cent of them—do not have \$5 in their pockets. They are paid for one or two months until they get settled and find work in Canada.

Mr. Régimbal: With reference to that additional medical examination, has their health experience been good in Canada?

Mgr. Coriaty: Yes.

Mr. Régimbal: There is apparently no—

(Translation)

Miss Barcelo: We do not know a single case of people who were sent back. It was necessary to refuse some of them after the second medical examination.

Mgr. Coriaty: This is not the general rule. I know of only two or three cases, but those two or three cases are the exception to the rule.

The Joint Chairman Mr. Klein: If there are no further questions—

(Translation)

Mgr. Coriaty: I thank you and I am very pleased to give the floor to the others, having had an opportunity of putting forward our view. I hope that all those good measures will be put into effect for the good of our country, Canada. Thank you.

The Joint Chairman Mr. Klein: Gentlemen, we have now the Western Unity Research Institute represented by Mr. McLellan, and he will give us a short synopsis of the brief.

Mr. Nasserden: Did you say Mr. McLellan, or Mr. McLennan?

The Joint Chairman Mr. Klein: Mr. McLellan. Mr. Remington is not here.

Perhaps you might tell us, Mr. McLellan, of what your organization consists and whom you represent?

Mr. James McLellan, Director of Public Relations, Western Unity Research Institute: Perhaps, gentlemen, it is best to start off with a brief summary of what the Western Unity Research Institute is.

Basically it is a research institute—its title speaks for itself—and it is predominantly concerned with questions arising out of social, economic and political conditions which face the western nations of the world today. Because of this we are especially concerned with immigration as immigration affects nations, and particularly Canada, to a great extent.

Our motivation in looking at immigration is purely that of a Canadian standpoint based upon the Canadian heritage and the factors which make up the Canadian social fabric today. Our main interest is in preserving this national identity which we have, which is a bicultural identity—which we recognize—and of strengthening it.

This research brief which we are presenting today hopes to put down in detail exactly our feelings as represented in the economic, technical and cultural fields which are affected by immigration. For that reason I do not wish to go into much more detail about the brief itself except to tell you that the Western Unity Research Institute is registered by the Canadian government and has been in existence for just over a year. It has associates throughout all western nations in Europe—France, Spain, Italy, Germany and the Scandinavian nations, the United States, South America, as well, Australia, New Zealand and South Africa.

We are working at the moment on the preparation of a series of research documents on various situations which are facing the western world today. As I said before, when I started out, these are political, social and economic considerations.

Why are we looking at these problems? Why are we trying to find solutions? Why are we putting it upon ourselves to research these things? The answer is basically that we feel that the western world is facing today a critical stage of development. We feel that to approach this development, which we feel is of crisis proportions, we need to have honest, independent, evaluated research in order to

come up with solutions to these problems. These problems are particularly exemplified by the crisis of European unity, and we feel, as an institute, that European unity is one of the most necessary prerequisites to having an ordered world—an ordered world, and whether there is going to be any long and lasting peace. For this reason European unity motivates a lot of our thinking.

This is sort of a brief resumé of what exactly the Western Unity Research Institute is motivated by, and without any further deliberation I will try to get right on to our brief.

• (3:10 p.m.)

Mr. Régimbal: How many people are involved in your institute?

Mr. McLellan: There are about six councils of people in each major Canadian city right now. Actually it started in Canada and the United States. Basically there are about 20 people in Montreal and Toronto, who are the main people involved in our institute. These people are mainly in the field of education. We also have people in Winnipeg, Vancouver, the maritimes and the United States.

Mr. Régimbal: Is it an association?

Mr. McLellan: Yes, it is an association.

Senator Fournier (Madawaska-Restigouche): How many members do you have in your association?

Mr. McLellan: We do not have a delineated membership, as such. We have rather an associate status of co-operation and co-ordination. We have on our councils people who are involved in researching the various areas which we have set up.

We have a research program which I could forward to the Committee, which delineates the various realms we are investigating and researching.

As far as membership is concerned, as I said, we do not have a delineated membership, but we have over 200 people in Canada, at least, and many more in the United States and Europe, who are mainly in the field of education and who are co-operating with us in our research.

Mr. Régimbal: Is there a membership involved fee?

Mr. McLellan: There is no membership fee.

Mr. Régimbal: What makes it "tick"?

Mr. McLellan: Basically we are European-thinking people. We are people of a common

motivation—a motivation concerned with western unity and European unity, and from this our common interest brings us together.

Mr. Régimbal: Where does your money come from?

Mr. McLellan: From the people themselves.

Mr. Régimbal: But you have no membership fee.

Mr. McLellan: There is no membership fee; there is no necessity for that. We are not sponsored by any group. We all contribute. There is no vast mass of conspiracy behind us, or anything of that nature. We are just an honest group seeking to present its opinions on western unity; and it is very straightforward and honest, I think.

Mr. Nasserden: Have you any officers?

Mr. McLellan: Yes, we have officers.

Mr. Nasserden: Could you file those with the Committee so that we can have their names and addresses and so on, on record?

Mr. McLellan: Yes.

Senator Fournier (Madawaska-Restigouche): Are all your members Canadian?

Mr. McLellan: No; again, we are an international organization on perhaps I should have said an inter-western organization. We have people throughout the United States, Canada, Europe—

Senator Fournier (Madawaska-Restigouche): I mean your members from Canada. Are they all Canadians—Canadian citizens?

Mr. McLellan: Yes, Canadian citizens.

Senator Fournier (Madawaska-Restigouche): All your membership from Canada are Canadian citizens?

Mr. McLellan: Yes. Of course, mind you, there are people who are interested in our group and who have worked with us in the past who have not been Canadian citizens; who have been immigrants, let us say; but basically we are not representing an immigrant or ethnic group. We are representing, I hope, a Canadian viewpoint. We are not trying to represent any ethnic interest, as such.

(Translation)

Mr. Prud'homme: Just a comment before beginning the questions, I am sorry we did not receive the brief earlier.

(English)

Mr. McLellan: I am sorry; this was just brought this afternoon.

(Translation)

Mr. Prud'homme: Yes, I know, but the more I read, the more I find myself in disagreement with this gentleman.

(English)

Mr. McLellan: Yes; unfortunately, this was a delay which—

(Translation)

Mr. Prud'homme: The more I read, the more I disagree with you.

(English)

Mr. McLellan: Yes, I understand. There was a delay in giving you the brief. Unfortunately, this was—

(Translation)

Mr. Prud'homme: Mr. Chairman, in spite of what I said, the more I read the communique from our friends of The Western Unity Research Institute, the more I think, even though we do not agree, that you could perhaps allow them to testify.

Senator Fournier: Is there anything in your brief that does not coincide with the immigration policy?

(English)

Mr. McLellan: Not in specifics; we are in general agreement with the policy itself. What we disagree with are some implications which the immigration White Paper brings up, which possibly are too vague, in our opinion, and which we would like delineated, I will come to this when I read our research brief. It is not too long.

I had better start with that right now, and we can have questions later. I think it would be better if I presented my viewpoint first.

The Western Unity Research Institute is concerned that the ethnic and cultural composition of Canada will be preserved and strengthened today and in the future. As immigration is a prime determinant of a country's national character, this Institute is concerned with the sources and qualifications of immigrants. For these reasons we hope to expand upon rather than criticize the White Paper on Immigration, and to contribute some positive suggestions derived from careful research by our Institute. It is to be hoped that the government will embody some of these contributions in their future immigration policy.

INTRODUCTION

It is the purpose of this research brief to illustrate the potential pitfalls of the White Paper through examination of the following

conditions, which must be considered in any responsible immigration policy:

1. Economic Implications
2. Technical Adaptability
3. Cultural Assimilation

• (3:20 p.m.)

In particular, we hope to make evident our desire for the encouragement of immigration from lands which possess a common social heritage. This is the one vital factor which fails to be adequately stressed in the White Paper. This careless attitude is exemplified on page 6, par. 6 of the White Paper where it is directly implied that no special consideration is to be given to immigrants who in the past have developed Canada from a veritable wilderness to a space age nation,—*whereas*, immigrants from alien social backgrounds and culturally deprived regions of the world, namely Africa and Asia, are being encouraged and sought after with greater enthusiasm by the present government. This has been reflected in drastically increased Afro-Asian immigration in the past few years, and apparently this unrealistic policy is meant to be applied with even more determination in the years to come. We feel that the experiences of other western nations, notably the United States and Great Britain, after similar experimentation with Afro-Asian immigration should dramatically illustrate the impossibility of assimilating culturally and racially alien peoples (e.g. the ever-mounting incidence of race riots as typified by those of Nottingham, Rochester, Los Angeles, and Harlem).

It is our heartfelt principle that the people who comprise 96 per cent of our Canadian population and who have built Canada from the wilderness must be strengthened through responsible immigration policies which stress emphasis on encouraging culturally assimilable peoples and nationalities to immigrate. Of a necessity this would preclude Afro-Asian immigration and would emphasize immigration from the densely populated and overdeveloped nations of Europe.

Mr. Régimbal: Balderdash. Do we have to listen to that?

Mr. Nasserden: Mr. Chairman, I do not like to interrupt anyone, but I cannot see that this Committee has come to Montreal to hear this type of brief. I think that the people who prepared it should be ashamed of themselves.

Senator Fournier: I do not see that it has anything to do with the White Paper.

Senator Hnatyshyn: You are against having any immigration from the Afro-Asian countries?

The Joint Chairman Mr. Klein: As there are only two more pages, suppose we find out if there is anything in it that might perhaps be a little more palatable?

(Translation)

Mr. Prud'homme: It is sometimes well for some people to speak out what others are secretly thinking.

(English)

Senator Fournier: Let us proceed, Mr. Chairman, with the brief.

The Joint Chairman Mr. Klein: Yes.

Mr. McLellan:

ECONOMIC IMPLICATIONS

The economics of immigration must not be denied as an important factor. However, subjective economic demands must not be made mutually exclusive of objective national and cultural goals. Thus, economics must be regarded *not* as a prime consideration, but as a functional consideration.

With this in mind, we must consider what nations are in a position to supply qualified immigrants. There is only one answer: the nations of Europe are the only ones with well trained individuals to any great degree. Besides this there is another key factor illustrated in our Chart No. 1, which is the high population density of European nations in contrast to Afro-Asian nations.

I do not know whether you can see our charts properly but there are also photostats on the last page. You can see that Holland, Belgium, England, Germany, Russia, Brazil and Canada, especially the European nations, I wish to point out, like Belgium, have 769 people per square mile, in contrast with such representative nations such as Brazil with only 20 people per square mile, and the Belgium Congo which has only 15 people per square mile.

The Joint Chairman Mr. Klein: And Canada has only five.

Mr. McLellan: Yes, but it is our contention that if we are looking at it as Canadians, we should sponsor immigration from lands that are really densely populated and we feel that the European nations are the ones. This is factually supported and are the ones which are densely populated in contrast to representative African and Asian nations.

The Joint Chairman Mr. Klein: You do not have China here.

Mr. McLellan: We mention China in the next section of the brief.

Mr. Nasserden: I might at this time say that the European nations, generally speaking though today, are seeking skilled workers to come to their countries rather than trying to get rid of them. Is that not a fact?

Mr. McLellan: Actually this was true in the high mark of the European Common Market—when the European Common Market was having its really strong upswing—but the European Common Market has been going down. As well as other western nations, the European Common Market has also been having economic difficulties and I think, once again, it appears to me that more immigrants are coming from Europe and there is going to be a greater pressure as the economic upsurge of the European Common Market seems to be moderating; it seems to be going in a down cycle right now and I think most economists have illustrated this. This has been especially true in the past half a year.

Senator Fournier: Just proceed, please.

Mr. McLellan:

As Europe is the most densely populated region in the world and possesses the largest number of trained individuals, this should motivate our immigration policy to a large degree.

Asia, Africa and South America which appear to be densely populated, actually present a false image because their population is concentrated along narrow coastal plains and major inland waterways. Vast inland regions are potentially fertile but fail to be developed because of the critical economic dilemma which these nations find themselves in. Considering that Canada only accepts the rare technician and university-educated native from these countries a more serious dilemma is posed, for these underdeveloped nations can not afford, by any stretch of the imagination, to have its intellectual and technical elite drawn away. If we continue this policy we must only appear as hypocrites in the eyes of such nations as India, for we profess to help her with Colombo plans and aid schemes yet we deprive her of the people which she most desperately needs if she is to survive economically in the future. Returning to our Chart #1, it should be stressed once again that the wide difference in population density between representative European and Afro-Asian nations can be exemplified by the

Belgian Congo which has 15 people per square mile and Belgium which has 769 people per square mile.

Perhaps the most salient argument for the reduction of Afro-Asian immigration in order to preserve these nations' intellectual elite can also be given an example. The Belgian Congo faced a perilous situation upon reaching independence in 1961 as it had only one university graduate. This sole university graduate would have been one of the few candidates qualified for Canadian immigrant status. If this Congolese had been attracted by the more affluent society of Canada, we would have been morally responsible for depriving this nation of one of its few highly educated individuals.

A recent social study on the ethnic breakdown of Canadian immigration and their reaction to the Canadian environment has revealed that Afro-Asian and West Indian immigrants per capita and as a group have below average earning power. This is another example which stresses the economic advantages of maintaining and strengthening our European immigration vis-a-vis Afro-Asian immigration.

Since Europeans and Americans in social background, education, and technical training are on a much higher level than the Afro-Asian immigrant, they are in a position to make proportionately more valuable contributions to Canadian society.

TECHNICAL ADAPTABILITY

By encouraging immigrants from underdeveloped nations we are draining the highest qualified people who are desperately needed in their own native homelands. Because of Canada's need for highly qualified immigrants it is this scarce elite of trained people which we accept. This type of immigration is not only a disruption of the social fabric of Canada from a sociological standpoint, but it is also a grave dis-service to these young nations from the economic and technical viewpoint. Because of the overwhelming population in Europe and the number of qualified people there from the technical level, we maintain that Europe has proved to be in the past and still remains the sole area in the world with sufficient technically trained and adaptable people. For this reason immigration is not only desirable but natural.

Without a doubt cultural assimilability is restricted to immigrants from European nations. But there is a more dramatic reason for re-emphasizing European immigration and that is the density of continental populations.

Chart #2 illustrates this point. As can be seen, Europe is by far the most densely populated continent. The fictitious referrals to the teeming millions in Afro-Asia is a purely emotive term which implies a sinister misrepresentation of facts.

CH. 9 of the White Paper refers to the sentiment of some individuals who are attracted to quantity vis-a-vis quality theory of immigration as they feel that Canada's large undeveloped regions should be settled by Afro-Asians, regardless of their skills or cultural affinity. As can be seen from our charts this emotion is unrealistic because Africa and Asia are much less in need of population expansion than is Europe. Thus, if any quantitative immigration policy is to be considered now or in the future we recommend that it be European, as it is only natural from historical, geographical, and cultural bases. Let us contrast Europe, constricted by her narrow continent, with China. China has a massive unpopulated interior and her northern regions such as Manchuria, Mongolia, Sinkiang, and Siberia, which is presently occupied by the Soviet Union represent *natural* expansion areas which would enable settling of vast, empty, and fertile northern spaces.

The Joint Chairman Mr. Klein: Excuse me; do you maintain that Siberia belongs to Red China?

Mr. McLellan: As I say later on in the brief, one million square miles of Siberia formerly, in the past, belonged to Red China, or what is now Red China. Much of this territory is a natural part of China from a geographical point of view, but Russia possesses it right now from a political point of view, and it has not developed it sufficiently. This is one of our opinions regarding China and Russia. Anyhow, to continue, if you will excuse me:

• (3:30 p.m.)

In contrast to this, the irresponsible concept of uprooting and transplanting Asians, across 8,000 miles of ocean, to an alien environment when these people would have been able to adapt more easily in their ancestral homelands of Asia, is a criminal hypothesis. What is worse, Asians would represent a culturally unassimilable ethnic minority in Canada which would not be conducive to the maintenance and strengthening of Canadian national identity, which the White Paper purports to uphold. Thus it is our evaluated judgment that Afro-Asian immigration is undesirable from the standpoint of both Canada and most importantly, too, the Afro-Asian nations. It can be reasoned that government policy can

not attempt to strengthen Canadian national identity and at the same time encourage a great influx of socially, economically, and culturally unassimilable people.

Any responsibility for absorbing excess Asian population lies not on the shoulders of Canada, but upon the Soviet Union whose sparsely settled Eastern provinces, and in particular the sub-continent of Siberia, provide a natural homeland for Asian migration. China formerly possessed 1 million square miles of this territory and is entitled to it historically. Chart #3 illustrates this proper population distribution in Asia. This chart is also photostated on the final page. I might point out that these shaded areas are the areas in particular which are natural expansion areas for China.

To return to the brief:

There is no moral responsibility, no ethical justification, and much less any economic sense for the West, and in particular Canada, to absorb excess Asian population.

CONCLUSION

After reviewing these several aspects of immigration policy, namely that of an economic, technical, and cultural nature we have come to this conclusion which may serve as a suggestion to immigration policy:

(a) That the government re-examine its policy of encouraging an influx of Afro-Asians and other culturally unassimilable groups for two primary reasons:

(i) it is detrimental to the development of these underdeveloped nations

(ii) it is detrimental to the social character of Canada.

The Institute thanks this Committee for hearing its suggestions and hopes that they will prove of value in determining future Canadian immigration policy.

Thank you, Mr. Chairman and members of the Committee.

Mr. Régimbal: Did you ever get on to (b) in your conclusion? There is no (b).

Mr. McLellan: I will provide one if you wish.

[Translation]

Mr. Prud'homme: What is your name?

Mr. McLellan: McLellan.

Mr. Prud'homme: This morning we heard the representatives of the Canadian Jewish Congress tell us that in Canada there were 6 or 7—6, I believe, if my memory serves me

well—former war criminals who were now resident in Canada. Probably that has no significance for you, but when I read your brief I notice that you begin by saying: "The Western Unity Research Institute"; I must apologize, but my knowledge of German is insufficient, and I read: "Institut de recherches pour l'unité occidentale". Is there any special reason for having the three languages: "Western Unity Research Institute"; I should like to read the German given there, unfortunately, I cannot at present do so and I read: "Institut de recherches pour l'unité occidentale". Is there any special reason why the second line is in German?

(English)

Mr. McLellan: I think it is generally understood that the three major languages of Europe and the west are English, French and German. I think that is the answer to your second question.

I cannot really understand your first question in the context of the brief, or anything else, where you brought up the question of six war criminals. I cannot understand that this has anything to do with...

(Translation)

Mr. Prud'homme: Your brief leads me to believe that you think that there are superior races who ought to get together in certain countries, and that the other races should get together in certain other countries.

I had not previously read your brief attentively, but after reading it rapidly it is my feeling—it may, of course, be erroneous—but, it is my feeling that you would have us believe that there are superior races which ought rather to unite, and that certain others should rather remain together. Should I, or should I not, draw that conclusion?

(English)

Mr. McLellan: I believe, as do most people, that there are no superior or inferior races and the research institute in fact, has as a policy that it does not believe in superior or inferior races. But there are peoples who have developed distinct cultures, distinct social traditions, distinct heritages; that is not something negative or evil or sinister, but something which is positive, healthy and representative of any living organism.

In other words, if we all came out of the same factory and we all came out looking the same, it would make a much less interesting world than if we have different races and different peoples.

The Western Unity Research Institute understands this and has taken this into full consideration. We do not advocate superior races or superior people. We are merely saying that some peoples have a natural homeland; that they have specific technical abilities; that they may not be so developed; that they are underdeveloped; and that they need all their technical people now when they are facing economic dilemmas.

(Translation)

Mr. Prud'homme: I have always believed that human beings had one thing in common: they all breathed. Perhaps I am ignorant, but I thought that we, who breathe one thing in common, were all human beings. In all honesty I am not prejudiced against your brief, but I am afraid that you are leaving us with the impression that you would prefer to see people group themselves together according to their colour, their skill or their ancestors. That somewhat frightens me.

(English)

Mr. McLellan: I think "cultural assimilability" would, perhaps, be a better term to use to typify our policy.

(Translation)

Mr. Prud'homme: Do you not, in your brief, represent the world of yesterday rather than the world of tomorrow?

(English)

Mr. McLellan: I think we are considering past, present and future in this. We are not trying to go into any detail in presenting the social realities of the present day in the 20th century.

(Translation)

Mr. Prud'homme: I am not prejudiced against your ideas, but it is my impression that they represent the world of yesterday, and not Canada.

(English)

Mr. McLellan: In particular, Canada, because we are in Canada and we must make our policies particularly in reference to Canadian immigration policies.

(Translation)

Mr. Prud'homme: I am anxious that the Canada of tomorrow be not the Canada of yesterday.

(English)

Mr. McLellan: True; but it will be a stronger nation. The Canada of tomorrow will be a stronger, healthier and more advanced nation.

An hon. Member: And you want to keep it all white? Is that your general position?

Mr. McLellan: I do not think that is right. I do not think that is a correct statement. What do you mean? This has nothing to do with our particular—if it has people of a common social heritage who are technically qualified, yes. If people are brought in without technical skills, without an ability to assimilate and integrate within the economy and within the social fabric of the nation, well then, no, we will not be a great nation tomorrow. I do not think there is any question about that.

(Translation)

Mr. Prud'homme: I am not condemning your brief in its entirety, because some things in it are perhaps true. I, too, have a problem; I am wondering whether we, who assist certain countries to develop themselves...I confess that there is one part that makes me a little perplexed. In the White Book on Immigration, this is what I cannot reconcile, that we help certain countries to develop themselves, yet on the other hand, we ask them to give us what is best in their countries, namely, "skilled labour". That frightens me, because we are going to empty, them of what is best, and it is for that reason that we are helping them. I am trying to reconcile these two things.

(English)

Mr. McLellan: Perhaps it left you with the wrong impression and I certainly apologize for that if it has.

Mr. Prud'homme: You do not have to apologize.

Mr. Régimbal: On what kind of research were your findings on page 2 based? You say there:

There is only one answer: the nations of Europe are the only ones with well trained individuals to any great degree.

Mr. McLellan: "To any great degree" is perhaps the phrase that sets the tone of that sentence and the tone of our policy. This is once again stressed by the fact that African and Asian countries do not have the educational facilities to train greater numbers of people.

Mr. Régimbal: Were you here for the previous brief from the Near East where the schooling is of perhaps an even higher standard among the immigrants who are interested in coming than we can possibly produce in Canada?

Mr. McLellan: In the immigrants interested in coming, yes; but I am talking about the vast majority of people, as we are considering peoples.

Mr. Régimbal: I want to know more about your research. What kind of research is this based on? You must have some data.

Mr. McLellan: Yes; in fact, this is based a great deal on the facts, papers and documents produced by the Canadian government itself on immigration breakdown. Again, as we have said, we are looking at these facts with a certain motivation—a motivation which makes me preface all my statements by saying that we are looking at it not necessarily with an ulterior motive but from the western unity standpoint, that we feel that Canada should have a maximum immigration from Europe. This has been the policy in the past and we feel that this should be strengthened and maintained. We are not trying to oppose anything.

Mr. Régimbal: You are saying that your research is based on government publications that would prove that the only well-trained individuals, to any great degree, would come from the nations of Europe?

Mr. McLellan: I believe that can be substantiated—"to any great degree". I am sure, for instance, taking the highly developed nations of Europe—Belgium, France and others that if we compare their resources in education, universities, technical schools, trade schools and apprenticeship systems, they are much superior to those in Africa and Asia.

Africa and Asia are only now beginning, especially in the 20th century, and in the past ten years—or since the war, particularly—to develop these things, and even just in the sixties the great majority of African nations have obtained independence and begun to set up and establish their own programs. This is no fault of the African nations. It is because of repressive colonial policy in the past which hampered the ability of African nations to develop their own educational system.

• (3.40 p.m.)

But, again, we do not want to take upon ourselves any moral obligation to take these people into our country and train them. We feel that programs such as the Colombo Plan and other aid programs will be sufficient means of helping these nations and that immigration should not interfere...

Mr. Régimbal: So that the rumours of over-population in Asia are strictly fictitious?

Mr. McLellan: As delineated in the paper, we say that it is because the population is mainly on the narrow coastal regions and on the main inland waterways. This is a geographical...

Mr. Régimbal: I am amazed by your altruistic motivations which show up in your conclusions here. You say that we should not take people from these countries because they are needed in their own countries.

Your chart shows that Canada is at the bottom of the list in population-density. Are you implying, then, by the same altruistic motivations that a wall should be built in Canada to keep Canadians in, because apparently this is our major problem and that Canadians should not be allowed to emigrate?

Mr. McLellan: I think we should encourage more Canadians to stay.

Mr. Régimbal: If, in one case, you are trying to disallow, in our law, immigration from some of these countries, then you must logically disallow any emigration—

Mr. McLellan: There is another alternative, and that, basically, is the stimulation of more immigration from Europe by practical and dynamic methods of recruiting people in Europe. This I think the Canadian government is already doing today. We believe that this could be stepped up.

Mr. Régimbal: My impression is that you are fortunate to be able to put this on record at this time before the law on hate literature comes in.

(Translation)

Mr. Prud'homme: Just a brief question. Perhaps we do not correctly understand you. I should like just one question. Do you believe that Jewish immigration to Canada should be encouraged?

(English)

Mr. McLellan: What is our impression of Jewish immigration?

(Translation)

Mr. Prud'homme: Do you think that we should encourage Jewish immigration?

(English)

Mr. McLellan: Do I believe that we should encourage more Jewish immigration to Canada?

I can see no reason...

(Translation)

Mr. Prud'homme: I want to get acquainted with the spirit of your brief.

(English)

Mr. McLellan: I can see no reason why not; because the Jewish people especially in the professional fields, are usually among the most highly trained of all immigrants; and they are certainly western people.

(Translation)

Mr. Prud'homme: Would you personally encourage it?

(English)

Mr. McLellan: Yes; personally, and as a matter of policy.

Senator Hnatyshyn: I cannot see any point in our debating this problem. The only thing that bothers me is that this brief is an insult to many citizens of Canada from those countries. I do not think that this Committee should debate discrimination of this kind any longer.

The Joint Chairman Mr. Klein: Senator, we have already decided to hear the brief, and since we heard the brief I think that the members are entitled to ask any questions they may want to ask.

Mr. Prud'homme: I agree with my honourable colleague from the Senate, but as someone who believes that sometimes there are things that should be said in public, even if only to help others and in order to...

(Translation)

...let others consider a little more deeply certain matters that people do not like to state publicly.

(English)

It is like the B & B Commission. As I said to my friend, Mr. Pelletier, one of the good things about the B & B Commission, if I may slip this in, is that it did help a lot of people to throw out things they had had in their hearts for many, many years. They throw it out in public and then the public is inclined to better reflect on the problems. Therefore, I would like this gentleman to go on.

The Joint Chairman Mr. Klein: Are you through? If not, you are out of order.

(Translation)

Mr. Pelletier: Mr. McLellan, I am interested, in somewhat the same way as Mr. Prud'homme has just indicated, in learning where your theories will lead. What do you mean by "common social heritage"? I myself get the impression, as a French Canadian who has

lived in Canada all my life, that I have very little "common social heritage" with, for instance, families which have been well-to-do for four or five generations. In that regard I ought not to be living in the same country as they. What do you mean by "common social heritage"? What is the definition of social heritage? It seems to me that it is a notion not yet fixed by the sociologist.

(English)

Mr. McLellan: Perhaps, this can be defined more specifically by saying that the common social heritage is that which has formed Canada in the past, which, as we have emphasized twice in the paper, has built Canada from a veritable wilderness into what we can consider a space-age nation.

Who have been these people? They have basically been of two groups—if you want to talk biculturally—the French people and the English people.

Now, the French people and the English people today are considered Canadians. They are not French or English; they are French-Canadians or English-Canadians; and most of all, I hope, Canadians above all.

These people originally came from the British Isles and Europe. These are the people to whom we refer, sir, when we talk of a common social heritage. These are the people who have built Canada and who comprise today 96 per cent of the people. Hence, they are representative of the Canadian national identity; and, thus, we feel that if, as the government says in its White Paper, we want to maintain and strengthen this national identity we can only do so by encouraging people with this common social heritage.

(Translation)

Mr. Pelletier: You are giving me examples, you are not giving me a definition. What do we inherit socially? My grandfather was a lumberjack who could neither read nor write; what did I inherit from him from the social field and social heritage point of view? That is what I am unable to understand. Or, again, perhaps it would be easier for you to explain what is meant by an "alien social background"?

(English)

Mr. McLellan: As I said previously, this would refer to the people who founded Canada from the beginning, also are basically the French and English cultural groups. Actually the French and the English are both members of the same culture, yet they are two differentiations of the same culture be-

cause of their linguistic, folk tradition and particular folk customs.

Senator Hnatyshyn: What would you do with those who are not of English or French extraction?

The Joint Chairman Mr. Klein: They are all right as long as they are not Afro-Asian.

Mr. McLellan: People, for instance, from Poland, Roumania, Germany, France, Italy and eastern Europe form a great percentage of our population today and have proved to be among the most illustrious Canadians in the past. We certainly do not exclude them when we refer to our common social heritage. Perhaps I could define it more clearly by saying "a European".

(Translation)

Mr. Pelletier: You spoke of culture. In that regard, I shall ask you another question.

Do you know President Leopold Sedar Senghor of Senegal, at least, by reputation?

● (3:50 p.m.)

(English)

Mr. McLellan: No, I have never heard of that gentleman specifically. I have heard of that area and that region, yes.

(Translation)

Mr. Pelletier: You know he is an African.

(English)

Mr. McLellan: Yes.

(Translation)

Mr. Pelletier: Are you aware that he is one of the greatest French-language poets living?

(English)

Mr. McLellan: I could understand that.

(Translation)

Mr. Pelletier: What is the alien social cultural background that separates me from Mr. Senghor, one of the greatest poets of my culture? I should like you to tell me at what point we become strangers, and where we participate in the same culture?

(English)

Mr. McLellan: We are not referring to individuals. We do not wish to bring our policy or our opinions down to the point of debating the individual, let us say, the attributes of an individual whether he speaks in the French tongue or any other tongue. We are concerning ourselves with the general over-all objective policy. This is what we are primarily concerned with. I am not denying that this gentleman—

(Translation)

Mr. Pelletier: I am asking you some questions. If you do not wish to answer them, that is up to you, but I should like you to try to answer my questions.

Do you know that in certain French-speaking countries of Africa there are a great many Africans who are just as educated as you or I, and who are French in culture, and with whom, I must confess, I have less difficulty in coming to an understanding when I meet them, than I would have with you. Does that not change your opinion? Do you think that, because of a cultural heritage, we shall be different to the end of time?

(English)

Mr. McLellan: To return to our basic premise, the reason we do not wish to encourage people from African and Asian nations is that these people are desperately needed in their own nations.

(Traduction)

Mr. Pelletier: Are you aware that the Government of Canada, within the framework of the external aid program, invites many African students who come here to follow courses and receive degrees? Do you know that the Government of Canada insists that they return to work in their own countries? Do you know how many of them return to their countries?

(English)

Mr. McLellan: I have a clipping right here which was made by a government official the other day regarding that:

Aid to foreign Students Unfair to our own—M.P. Raymond Langlois, charged last night the Canadian aid to foreign students was unfair to Canadian students and also was not doing what it was intended to do. He said foreign students receive an average of \$5,467 a year to study in Canada. He said many of these students were brilliant, so they did not have to study very hard and were well enough to change cars every year. In contrast, some Canadian students worked at nights in restaurants to pay tuition costs and thus an "injustice" was being done to them. Where were the promised scholarships in the Liberal election campaign, he asked? He also said the easy life enjoyed by the foreign students led them to either stay in Canada or move to another country where they are readily accepted. Yet, the aim of foreign aid to students

was to provide them with skills to help their own countries.

This is exactly what we are saying, too.

So far, 515 have graduated; 504 of them returning to their home countries. This is another article from the same paper.

1,475 foreign students get external aid.

That is a figure. You were requesting a figure of how many received education and how many returned? Yes, well it says here so far:

515 have graduated; 504 of them have returned to their home countries.

(Translation)

Mr. Pelletier: Is the percentage, in your eyes, large?

(English)

The Joint Chairman Mr. Klein: May I just add a note to this discussion on this clipping, referring to western civilization? LSD crack-down in Alberta.

(Translation)

Mr. Pelletier: The percentage of students who return to their own country is higher than 80 per cent, which somewhat contradicts what you have just said here.

I should like to ask you one last question. Your conclusions are negative. If I understand you correctly, you would like Canada totally to close its doors against all countries of the world, save against European countries. Is that your aim?

(English)

Mr. McLellan: I think that we can best say that our suggestions were not intended to be negative; they were intended to be positive.

(Translation)

Mr. Pelletier: You conclude on a negative note. You say: "It is detrimental", so that, on the positive side you are suggesting that Canada be closed against all countries except against European countries.

(English)

Mr. McLellan: In other words, you are saying that we are concluding with the statement that we should encourage European rather than—

(Translation)

Mr. Pelletier: I am asking you a direct question. Is the conclusion of your brief as follows: that Canada close its doors against

all countries, save against the countries of Europe?

(English)

Mr. McLellan: I think there are exceptions from the European countries. I think that there is a definite need for us to—for instance, in middle eastern nations on which the previous brief was presented, there are many qualified people whom, I believe, are culturally assimilable in our Canadian nation. There are other nations. There are perhaps, a limited number of people in Africa and Australia. In other words, we are not restricting it—

(Translation)

Mr. Pelletier: In the perspective as outlined by you, who would be responsible for deciding whether certain immigrants can, and others cannot, be assimilated?

(English)

Mr. McLellan: Of course, it is up to the government to make the final decision. However, we feel the basis on which this is to be done is basically, as I refer again, to a heritage—for instance, based upon the sources making up the Canadian nation today, basically, Gaelic, would you say, as representing French Canadians, Anglo-Saxons, which is, of course, decreasing drastically. In fact, I will give you one example. In Toronto, before 1951, it was 91 per cent, I believe, Anglo-Saxon. I think just the other year a report was put out or it was mentioned that Anglo-Saxon is now 44 per cent in Toronto. This is a large reduction of the Anglo-Saxon influence. However, we feel that European people, all from European nations, have made up Canada in the past, particularly England, France, Italy, Germany, all Scandinavia, all these countries have contributed and these are the people whom we should continue to encourage. As in the past, we should continue to encourage them in the future.

Mr. Pelletier: I have a supplementary and final question. You have mentioned that Canada has become an atomic electronic nation. I think Japan fits this definition. It is atomic on the receiving end and it is definitely electronic and has been for some time. Would the Japanese qualified people be acceptable to you?

Mr. McLellan: Again, we are not restricting completely qualified people from Japan, from the Middle East and, again, from certain areas in Africa. You mentioned there are qualified people in Africa, but, again, we do

not want to stop qualified people, let us say, from Japan from coming.

Mr. Régimbal: Even though it is detrimental to Canada?

Mr. McLellan: Let me finish my remarks. As long as the basic trend in immigration is maintained as European oriented, that is basically; you want to maintain the same social fabric as we have today. We do not want to revolutionize it; we do not want to turn it upside down, as this would only lead to social chaos in our country, I believe. Revolutionary changes moved lead to social chaos. In other words, we are advocating a return to our policies, or perhaps, a clarification of the government's policy in the White Paper in order to stress and spell out the fact that Canada must, in the future, as it has in the past, continue to encourage primarily—I am not saying totally—European oriented immigration.

Senator Fournier (Madawaska-Restigouche): I believe, like some others, that we should not extend this conversation any longer because most of the time we are off the subject. Although I think Mr. McLellan has proven to us to be a very bright young man—at least, that is the impression I have—I would like to ask him his age, as my question number one.

Mr. McLellan: I am 19.

Senator Fournier (Madawaska-Restigouche): What is the age group of your research members?

Mr. McLellan: Basically, they are older people—middle aged people. Actually it is an unusual set of circumstances through which I am appearing today. I was not expecting to appear and present this brief, but Mr. Remington, our secretary, unfortunately was unable to be here.

Senator Fournier (Madawaska-Restigouche): You do not have the average age group? Would you say 35, 45?

Mr. McLellan: I said middle aged, generally, in the thirties.

Senator Fournier (Madawaska-Restigouche): I can take my axe.

When you came in, Mr. McLellan, did you have two witnesses with you or just one?

Mr. McLellan: Just one.

Senator Fournier (Madawaska-Restigouche): Mr. Charman, I would like to remind Mr. McLellan that this White Paper here which we do not think is God given or the Bible,

has been written by experts of the civil service, men of experience, men of know-how, and it is our duty to be somewhat critical of it, but possibly not in the language that has been used in this brief here. When such words are used as "careless attitude" and "potential pitfalls" and "appears as a hypocrite in the eyes of the nations", I think this is rather rough language.

The Joint Chairman Mr. Klein: I think the brief is trying to keep the White Paper white.

Senator Fournier (Madawaska-Restigouche): I believe that this has been written by experts. It is all right for us to criticize it but not in that language. I cannot agree with you.

Mr. Nasserden: You are 19, but what is your academic standing? Have you gone through university and taken an education?

Mr. McLellan: I am actually in my third year at Sir George Williams University and I am majoring in economics.

Mr. Nasserden: What university?

Mr. McLellan: Sir George Williams University.

Mr. Nasserden: Were you born in Canada?

Mr. McLellan: Yes, sir, I was born in Canada.

• (4.00 p.m.)

Mr. Nasserden: How did you become associated with this organization?

Mr. McLellan: Through a common interest, people whom I knew, people in whom I am interested, basically at college, too. Again, a lot of people who are involved in it are professors associated with universities, throughout the United States and Canada and also a few in Europe, too. I came through this actually in reading an article by this group in a paper and I became interested in it at the college.

(Translation)

Mr. Prud'homme: Are you a student? I did not hear.

(English)

Mr. McLellan: Sir George.

Mr. Nasserden: Did you say that some of the people with whom you became associated through this are at this particular university?

Mr. McLellan: I am not saying they are at this particular university, although there are people who are interested in our organization who are at this university.

Mr. Nasserden: On the staff?

Mr. McLellan: Yes.

Mr. Nasserden: You know, I can agree with some of the things you say here, but not very many of them. You say this institute

...is concerned that the ethnic and cultural composition of Canada will be preserved and strengthened today and in the future.

The composition of Canada today is quite a varied one and you said something about variety being a valuable thing when you were referring to the various racial groups around the world. If it is a valuable thing and an interesting thing and adds something to human life, why would it not be good here in Canada?

Mr. McLellan: Its value mainly lies in its homeland, in its natural homeland.

Mr. Nasserden: But it becomes monotonous there because everybody is alike there. The variety is gone then.

Mr. McLellan: I do not think we should base our immigration policy purely on the point of view of creating interesting, varied individuals. I think there should be a deeper motivation, a more long-range and more extremely serious thing that motivates us. Rather than having a variety of people, I think we should concentrate on technical abilities and cultural assimilability.

Mr. Nasserden: Do you not think that nations like Canada and the United States who have drawn their population from the four corners of the world, that this has been one of the enriching factors of our culture, as we know it?

Mr. McLellan: Yes, but as we tried to illustrate, basically 96 per cent of our population is derived from European origins and thus it is the nature of our nation. This is the reality; this is not an illusion; this is not something that I am trying to put over upon you gentlemen, I am not trying to fool you. This is what it is today and all we are trying to say is that this should be preserved, and although it is from the four corners of the world, it has been predominantly European oriented.

The Joint Chairman Mr. Klein: May I point out that we are already five minutes over the time.

Mr. Nasserden: I do not want to take up any more time, Mr. Chairman. I have already expressed my views during the early presen-

tation of his brief and I have not seen or heard anything to change my views in that regard.

The Joint Chairman Mr. Klein: Mr. Haidasz will be the last questioner.

Mr. Haidasz: Mr. Chairman, I have two short questions that I would like to ask the witness. Does he realize that the conclusions of his brief and the contents of his brief are similar to the apartheid policies followed by the government of South Africa?

Mr. McLellan: I feel that if you are comparing the policy as we—we are, after all, not trying to downgrade the government's policy; we are not trying to ridicule it although, as I believe Senator Fournier pointed out, that possibly our language was incorrect in certain places and as he said, rough, but we are not trying to denigrate the government's White Paper, rather we are trying to maintain the policy which it has presented and maintained regarding immigration in the past. If you are saying that we want to make Canadian immigration the way it is in South Africa, well then it is already that way right now.

Mr. Haidasz: I disagree with that. My second question, in your paragraph on cultural assimilability you state that:

There is no moral responsibility...in particular Canada, to absorb excess Asian population.

I would ask you, therefore, to answer these questions. Has Canada's immigration policy, thus far, been immoral, unethical, as your two last lines would seem to indicate?

Mr. McLellan: We are not referring to the policy as it was or as it is today. We are just referring to the way that could become if the factors we presented, particularly that encouraging unskilled Afro-Asians, could change the face of the nation. This is exactly what we are worried about. We are not worried about any—I could say that by pointing out that in the conclusion of our paper we say:

That the government re-examine its policy of encouraging an influx of Afro-Asians and other culturally unassimilable groups for two primary reasons.

The reason we mentioned that, to begin with, is that we feel that the White Paper is too vague. We are not necessarily condemning the White Paper for bringing the teeming millions—to use that catch phrase that was used here—into Canada but that we want it spelled out specifically in the immigration

policy that we are going to orient our immigration, primarily, from Europe and because of this, this is why we made this statement.

Mr. Haidasz: Do you realize that your statement is then discriminatory in character?

Mr. McLellan: We feel that it is not discriminatory as it is mutually beneficial not only for the underdeveloped nations but for ourselves as well. As we pointed out, these underdeveloped nations need the technical people whom we would, otherwise, drain off if we continue, or increase our policy of encouraging them to come.

Mr. Haidasz: As I said, I must say that in the answers to the questions the witness just seems to dwell upon the brain drain, perhaps, from some of the undeveloped countries, but I think he is backtracking as far as cultural assimilability is concerned and social character. Thank you, Mr. Chairman.

Mr. Enns: I have just one supplementary and I will not be long at all. I believe there is one point we can gain from this brief. I may not admire the brief itself but I admire the articulate witness. I feel he is trying to make a point that might not be possible to legislate in any way. We, as members of the Committee and as Canadians, are concerned about the brain drain away from Canada to the U.S. Therefore, it seems to be asking that the U.S. should set up limitations in its immigration policy to keep Canadians from going down there, but that is not possible. In the same way we are concerned or the witness has expressed concern over the brain drain of immigrants from the undeveloped countries. I grant the argument. This is seemingly what we are doing but it is not possible to build it into our immigration policy. I, for one, would welcome an immigrant from any part of the world, but I do not want to protract this discussion.

The Joint Chairman (Mr. Klein): If there are no further questions, I would thank you, Mr. McLellan, for presenting this brief.

• (4:10 p.m.)

Mr. McLellan: Thank you, Mr. Chairman.

The Joint Chairman (Mr. Klein): I think, as a young man, you have a great future.

Mr. McLellan: I hope so, sir. Thank you very much.

The Joint Chairman (Mr. Klein): We now have a gentleman who—

Mr. Enns: Mr. Chairman, there is just one slight thing before the witness leaves. I am sure Mr. Prud'homme was, perhaps, not

thinking too much when he said "we could expect anything from George Williams". I think this was an unfortunate comment.

Mr. Prud'Homme: Mr. Enns, I am glad that you raised that point because I have been a friend of Sir George Williams, but Sir George Williams formerly as I know has always produced among our university students the greatest number of non-conformists. I am glad you gave me the chance to correct that statement.

Mr. Enns: Oh, in that sense. I am sure you did not mean it to be a slur.

The Joint Chairman (Mr. Klein): We now have a gentleman, the Reverend Father Perna, whom I am pleased to welcome to the table. Father Perna, gentlemen, has been very active in the immigration field and we are now pleased to hear from him.

The Reverend Father F. Perna (St. Helen's Parish, Toronto): Thank you.

The Joint Chairman (Mr. Klein): Gentlemen, before Father Perna begins, I would like to be able to adjourn not later than 5:15 because we have to re-assemble at 8 o'clock and we have had experience in the past which indicates we require that interim, especially on the first day.

Mr. Perna: I want to thank the Committee for inviting me here. I am a little safe. I have been in the immigration field for approximately 11 years and I welcome the changes in the Immigration Act, but not all parts of the White Paper have pleased me. I have not drawn up an official brief because I did not have time owing to my work at the parish, running here and there for the immigrants and others prevented me from presenting a formal brief. I have just made comments on various parts of the white Paper and offered suggestions, although there are certain parts with which I disagree.

I want to know why on page 8, paragraph 11, for instance, people are moving from the land to the cities. We have accepted this fact and we have allowed it to go on in Canada, instead of encouraging immigrants to go to the farms. There were a number of them, approximately seven or eight years ago, who came to me and they wanted help to go out on farms and we were referred to government agencies who, in turn, said they had to have capital to start with. So, naturally we had to drop this. There are quite a few Europeans who would not mind being land owners. This is one of the features, especially of the Italians, to own a piece of land and

they would be willing to farm it. This has never been encouraged in our country. The loaning of money for machinery and what not to get them established has never been government policy, when it gets down to the bureaucratic level of organization, financiers and what not, who are responsible for the development of the country. It is all right to say these things, but in practice when you meet it in the ordinary every day level of the human being, you do not understand that the government may have one policy, but the implementation is another and that there are various bureaucratic organizations in between to prevent this country from developing due to the many chairmen, if you want to call them that, who run these organizations.

When we come to the part of the immigration office that handles the appeals, I think we could sort of mention how this goes on in practical experience.

It is all right for us who have secure jobs, and what, not to dictate policies. We do not have to live as some of them do. They sit across the table from me and say: "Well, Father, you know where your next meal is coming from, we do not. You do not have a large family to support, we do. You have a house here, a beautiful one, we cannot get a place without paying a high price of half-starving our children or sending them out to work when they are 16." So that on the practical level I do not think this paper deals with anything constructive in this paragraph 11.

I listened in on a few of the briefs in Toronto and can certainly see from the newspapers also that lumbering and mining are fast disappearing in our country. Nothing is being done about it and yet most of these industries need unskilled workers. We must not forget that. I believe the brief in dealing with this paragraph says:

The so-called white collar workers are now the dominant manpower group. They are over 40 per cent of the total.

Forty per cent was never made a majority where I come from. Also, that the labourer or the unskilled worker sends into the field of education their sons and daughters who are really, as you realize it today,—you are products of this—running the country and its businesses. Most of us have all come from unskilled workers. There are quite a few university graduates, probably in the third or fourth generation, if you go back that far, but anyone who is second generation and is educated, has usually come from the farm or

from the unskilled worker. I think whoever drew up the paper did not take this into consideration and that we do send skilled workers into the field after the second generation. There has been no allowance made for this.

The whole atmosphere of the brief is one that demands careful consideration because it seems to be geared to the skilled and the highly educated. I do not think Canada would have been built nor your railroad lines, nor your fisheries and what not, had we to depend on these men. We need a few brains but most of this country was built on brawn, and the same way with the United States. Somewhere in the brief it is mentioned that we do not have the old pioneer spirit; we do not have to have the pioneer spirit but we do have to have men who can mobilize and move people and motivate them to go out and develop this country. It is a new type of pioneer spirit which we need. On page 12, paragraph 24, you are doing a little bit of backtracking on this one:

● (4:20 p.m.)

The considerations advanced in previous sections do not mean that immigration of workers should be strictly confined to those who are highly skilled.

There is an implication that they should be, here.

That would be an over-statement even of the purely economic considerations. Moreover, it would be neither humane nor practicable. What the economic considerations do mean is, firstly, that we should vigorously recruit educated and skilled immigrants on a steady basis; and, secondly, that we have to be on our guard against admitting large numbers, or greatly fluctuating numbers, of uneducated and unskilled immigrants.

I would like someone to explain this to me because as I explained previously, that, plus the fact that in our own area there are many people coming to Toronto now and settling in that area from all parts of northern Ontario and the maritime provinces who cannot even write their names. They have no education whatsoever. This is fantastic. We meet this on the ground level. As a matter of fact, I think I read somewhere—I do quite a bit of sociological study, too—that something like 30 per cent of Canadians have never gone past grades 3 or 4. I think now we are getting to be a little too big for our pants, if you want to use that expression. The educated cannot understand that these people are still human beings even in this country and they are the

ones who are draining the economy, if anyone, because they can speak the language and know where to go when they want to help—welfare, that is.

I heard a brief presented here by the Social Planning Council and I did not like the tone of that either because it seemed to imply that the immigrants coming over from Europe today are responsible for the heavy drain on welfare. This is not true. It may be in certain small sections but they have exaggerated this and that those with names of ethnic origins other than French or English are really Canadians. They were born, bred and raised here and they are reproducing. I was in a parish of low cost housing and none of them who were on welfare were from Europe. They were born here in Canada and they were having a merry time on our money. They have the largest families and they always had money for booze and they were on welfare. If you go—I do not want to mention the development—door to door you will find that they are all Canadian born and all on welfare, whole blocks in that area. This is a tremendous strain on our economy and they are reproducing children who are doing exactly the same thing. Of course, that is another subject that I do not want to talk about, until I reach housing.

I think I should move on quickly to page 16, paragraph 36. There are people, and I do not think we should make them the exceptions to the general rule, who want to come to Canada because it is a land of opportunity; it really is. I know of a case right now, that will probably be appealed on humanitarian grounds, of a couple who, after the flood in Florence, lost everything and what little they did have they sold in order to get money to come to Canada. They received a letter from the immigration office saying that they were subject for deportation because they entered Canada illegally knowing full well that they came here to remain here. Other Italians who have lived in Canada and who have gone back for a visit and shown the wealth of our country have stimulated these people with hope and some of them will, shall we say, think that our country offers them a real haven, and so they are willing to do anything and everything to come here.

I do not think we should discriminate, although we have a policy and a law, I do not like to see the law broken, but in certain cases, if you hold to this rigidly, you are not a humanitarian. This we have to consider when we are forming new laws. The board itself could decide what should be done. In other

words, we cannot legislate everything. It is getting so—if you read the *Globe and Mail* from Toronto—that pretty soon we will be like a humming bird in a glass jar. We can see the hole but we cannot move out. We are out of place with too many laws. We are losing our freedom gradually. It is good to satirize this but it is awful to live under too many restrictions. We are still a democracy and that is why I want that paragraph to be considered.

We will now turn to page 18, paragraph 41. The person who prepared this paragraph of the brief probably has the facts and figures but I wonder if our country is developing at such a pace that we have to really have this paragraph in here. There are so many jobs open to Canadians today—or residents of Canada—that do not require skilled labour. Some skills I mention are the lumbering, mining and the ordinary work in restaurants and hotels and construction. There are so many industries that still need unskilled labour. I, myself, started out, when my father died, in a factory and I had to learn a trade there. There was no other opportunity as I was too young, so that I learned it primarily because there was a capacity to do this within me and when I left that and went back to school, also the capacity there was to adjust. It is not the formal education or the skill; it is the capacity of the individual that must be considered in any law and especially for adaptation of new skills. The ones who require formal education or a high degree of education, will come eventually from our immigrants but I do not think our country needs that many of them right now.

● (4.30 p.m.)

I have been involved in the labour movement and we have had to study economic and finance in business and today we are always, in a sense, a little behind in the skilled trades. One of the reasons being that our country, somehow or another—I criticize this also in the brief—has discouraged men from entering certain fields because they do not want these glutted, not only in the trades but in the professions such as doctors and lawyers, and we all know what is going on. So that many men and women are redirected to other things and other fields of endeavour in which they do not belong; whereas if we had a good educational program without these restrictions by the various organizations, or if they were government supervised and standardized, then I think Canada could produce a lot

even from the immigrant, within a short space of time, if they really need them.

There are carpenters and plumbers and what not out of work, and they refuse to take on any apprentices and you know that the universities are restricting candidates. Let us not fool ourselves. Do we want these men or do we not? If we want them, we have to pay for them, and it may be that we have to sort of regulate wages so that everybody gets a chance to make a certain amount or something like that. I do not know, but it is here in this country.

With respect to the National Housing Act, we leave too much to our civic authorities, and these people operate on what I could call a short range blind view; they are only interested because they are controlled, whether we realize it or not, by the real estate boards. In Toronto, until the immigrant hit that city, real estate was not of much value but as soon as the immigrants started to pour in from Europe, everything went up. It is the exact opposite to the United States where if a negro moves into an area the price goes down. In Canada it goes up. They do a wonderful job of manipulating. It is fantastic to see the way that some of these immigrants are being exploited in real estate. Well, it is a lucky thing I am carrying the collar, that is all I can say.

Senator Pearson: Maybe we should send some of our developers down to the United States.

Mr. Perna: I made an error in my own brief on page 19. It should be "literacy should not be required for the proposed immigrant". I do not know how "literary" got in there.

On page 26, paragraph 63; I did not want to tear all this apart, but there seems to be quite a bit of discrimination in those prohibited from admission to Canada as immigrants. We have a lot of trouble, for instance, with (a):

(a) Persons suffering from any disease, mental or physical, which constitutes a danger to public health or safety.

I have known cases where people were sick and carry scars on their body and they have been examined in the immigration office and reported as being a public menace. They are running around their own countries and not creating any plagues or anything else. They have never been considered a public danger in their own countries and yet when they are examined by our doctors, because they have a scar on their lung or something, they are not admissible. Or some of them get stage fright

when they appear before a public official, so they are written off as morons—they cannot talk. Not everybody is a parliamentarian or a priest.

Mr. Nasserden: Do you put them in the same category?

Mr. Perna: We have to learn how to talk; otherwise I would lose my job.

I really take exception to (g) because in the past two and a half to three years the country encouraged tourism and some of these tourists were not here two days when they were in my office asking me to get their application form out. I used to get them this high. I would phone up and ask the department to send me another 15 applications because every time they go to their travel agency, it is a minimum of \$30. They found out the priest does it for nothing, so they come to the priest. If you put that in there you are encouraging people to perjure. Let us not kid ourselves. The government knew this. How many immigrants can pay \$700 when they come from a small farming community where they could not even buy meat once a week. All of a sudden we find them in Canada. This is fantastic. The money was loaned to them over there to be paid back when they found work here and that is a prohibitory law, also. You are not supposed to work as a tourist.

I had this couple come in; they had made their application out and they were going buggy. They had no one here. "What are we going to do. We cannot walk the streets in Toronto all the time". Their money is running out. What would you advise someone to do? Sit at home and go completely insane? They have to work and yet this is prohibited. You have to see at the grass roots level every law that you make or every prohibition so that I would say that the tourist should be allowed to work if he has to. There should not be discrimination.

I now refer to (c)

(c) Convicted or self-confessed criminals, associates of criminals...

This was dealt with by another organization very well, so we will not go into that.

On page 34, paragraph 86; I object violently to lawyers wanting \$500 or \$1,000 to represent these people. This is why I am doing a great deal of the work, to spare them the money. I think that if there is going to be any sort of fee, it should be fixed by the government and they cannot get any more or any less. After all, the government is fixing prices in the field of medicine, in the sense that they

are going along with an organization and saying that in Ontario they will get 90 per cent of it. So they are really price fixing there. They can do that with lawyers, but lawyers have held the highest positions in Canada, I guess, in any organization and you can see that the influence is here.

We are considering the little man who does not have the money and remember if you are deported from Canada and you cannot afford legal aid, you cannot return to this country without making an application to the Minister. How many of them would do that once they were deported and what chance would they have of ever coming to Canada by making an appeal from a foreign country? So that while they are here they should be given the best consideration possible which takes us on to the next argument of appeal boards.

I still think this country is run by our government, and, gentlemen, it should continue this way. No appeal board should be given autonomous power. The right to appeal to the Minister or to the Prime Minister should always be within the jurisdiction of citizens or those resident in Canada; but they should be given enough power to decide and advise people as to how far this appeal can go. If they are a wise board usually the people accept their decision and will abide by it. I went to the appeal board here in Toronto in January for a young fellow who was ready for deportation and he got into this mess through his aunt and uncle. He was not responsible and he could not afford a lawyer so in we go. They take down all the evidence and come back and say: "Well, we are sorry, but the appeal is refused because you broke law one and law two, subsection (a) and (b)", or something like that.

• (4:50 p.m.)

Then we had to take the appeal to Ottawa because Toronto really does not have the power to handle this. He broke the law. The board should have more power than this. In other words, they should also consider an appeal on humanitarian grounds, not strictly just an interpretation of the law, that they are breaking the law. They could hear the whole case and come out with a decision on the regional level. It would save a lot of time and money for others and then, if the appellant is not satisfied, they could still go to the Minister or the Prime Minister. Those are my own views on the subject of appeals.

I do not like the idea of the exclusion of security cases, such as I read in this morning's paper. Some hon. members are here;

everyone should have the right to appeal in public. This statement in the *Globe and Mail*:

Appeals by deportees in security cases is proposed by Tremblay.

It states this in the *Globe and Mail*. I agree with Dr. Haidasz and Andy Brewin who said that—Andy Brewin, I think, said in the article that anyone and everyone has the right to appeal and to legal counsel in this country, even in security matters, because someone can be railroaded so quickly. I remember one time I was working at Massey-Ferguson and I was talking to an avowed communist and I did not know it as I was just starting in the plant. They made me take an oath that I was not a communist just because I talked to the guy. Is this a democracy? No.

I would rather finish off with my own additions:

Reasons for refusal should be given to any applicant for admission to Canada.

There is so much searching that has to go on when an application has been refused and people left in the dark. I do not think this is the democratic way to deny the person the reason why he was refused entry to this country. It involves so much red tape and letter writing. I am not even getting time to say mass. That Rome office has so many letters from me that I have to write to constable so and so and Father so and so over there asking them to get me this and get me that. I have to cover the whole field just in case I have missed something to try and find out why this person was refused admission to Canada. If they stated it immediately that would be it. Why is this kept a secret? Security?

Also, as I have added here:

Those who have applied in Canada to remain should be permitted to work. A better system to process appeals.

I have already talked about that, and:

No bond should be required of anyone who sponsors a tourist.

The reason I am saying that is that we cannot control the destiny of others. I have known people who have fallen in love, for instance, on board ship and they have come to Canada and want to get married to this person as soon as they dock. They have been sponsored and somebody has put up a bond and if they dared get married, they lose the bond. Why should others be held responsible for this tourist and what can happen to him or her?

Mr. Prud'homme: If you do not mind, we will have some questions on that later.

Mr. Perna: All right. I have pretty well said all I wanted to say; now you can question me.

Mr. Nasserden: Mr. Chairman, this is the kind of brief that I like to listen to and I think all of us have got a great deal out of it. There are one or two things I will question you on and leave the rest to someone else. With regard to those who have applied in Canada to remain and that they should be given the opportunity to work, at the present time that is largely circumvented, anyway, is it not?

Mr. Perna: Yes, but they are perjuring themselves, and if they are caught they are subject to deportation.

Mr. Nasserden: I just wanted to get it on the record. I think this should be done away with because I know of a number of people to whom this has happened.

The other thing is with regard to:

There should be a maximum charge for all persons, and so on.

This is regarding lawyer's fees. You had a section where you mentioned it cost anywhere from \$500 to \$1,000 for a person coming in. Are there not lawyers, say, in Toronto, where you are familiar with the situation, who become known for the work they do in this regard.

Mr. Perna: Yes. I do not want to name them.

Mr. Nasserden: I am not asking you to name them.

Mr. Perna: I could tell you of travel agencies who are doing the same thing and getting them really stuck. The case which I appealed was because of a travel agent who insisted that he could get this guy to stay here and then the deportation order was issued because he could not and as soon as it was issued the agent said: "I will get you a lawyer and it will cost you \$500 to start with and I want \$150 right today." He did not have it so he came to me as his relatives knew me.

Senator Hnatyshyn: That must be Toronto.

Mr. Perna: I do not think any province is—

Senator Hnatyshyn: We have not met any of this. I am a lawyer and have practised for 35 years in the west. We have a certain number of immigrants but none of them have

been fleeced. They have been able to obtain help free, if it was felt it was needed.

Mr. Perna: You come from an honourable province, then, because in Toronto—

An hon. Member: I do not think we should allow that.

Mr. Nasserden: In your experience in this regard to those who come to you after being asked for \$500 from someone else, have you found their cases particularly difficult ones or something that almost anyone who knows the law could have handled.

Mr. Perna: I think anyone who knew the law could have handled them.

The Joint Chairman Mr. Klein: You mean they can get a refusal just as easily as anyone?

Mr. Perna: I have seen one man turned back at the Montreal airport. He paid his trip here and he was turned right back and was not even given the right of appeal. It cost him \$700 to land in Montreal and go right back to Italy which is really not fair. It is all right to say you have counsel but these people are going to relatives and they do not have any money. They come here and they do not have that kind of money to start with.

Mr. Nasserden: You were mentioning housing in Toronto and welfare, and so on. We know there is a shortage of houses, or we think there is a shortage of houses in Toronto at the present time; you mentioned something about elaborating on that later but you did not say very much more. What was the import of what you wanted to say further along this line?

• (4:40 p.m.)

Mr. Perna: I think when the government calls immigrants to Canada they should know the housing situation. In other words, it is a federal matter and because it is a federal matter, therefore, they should control where these people are going to live. I know that I have filled out innumerable forms and one of the things they list on there is housing accommodation. This is fine and they do come to a place but after a year they expand quite rapidly. For instance, I have been in St. Helen's parish;—this is my second time around—I was there ten years ago for five years and now this is my second time back here and I have noticed that at least 75 per cent of the immigrants have moved into the

suburbs and have been replaced by others but the vast majority of this parish is changing now and it is due to the influx from the rest of Canada and not from the immigrants because now the other ones are going out of the city. A very few are stationary, very very few. There are not the homes there, and the others are turning them into slums and I think we have the highest percentage of crime of any area in Toronto now. This is not due to the immigrants, but the others who have drifted in from the rest of Canada, settled in this area and are making it a slum. This is primarily because someone is not supervising the housing, and I do not think our city is doing a good job on this. There is too much infighting among the politicians, to put it to you as straight goods; everyone wants to feather his own nest for the coming election sort of a deal. Now, that we have six separate units, every mayor wants to become a God overnight, and he is not concerned with the common good but he is appealing to those who can give him the votes, just as most politicians do.

Mr. Prud'homme: Most—

Mr. Nasserden: That lets the rest of us out.

The Joint Chairman Mr. Klein: You are making yourself very popular here.

Mr. Perna: I think we have to be honest. I came here because I wanted to be honest. I do not like the five year residency for citizenship, for instance, for the same reason that it is very difficult for an immigrant to give up the love of his fatherland or motherland and become a citizen of another country. There is always the hope that some day he might go back and he does not want to feel like a traitor. I do not think I would want to settle in any other land but Canada, as I was born and raised here, and I would not want to give up my citizenship if I had to go to another country and, say, be a priest there. I would always want to come back here without any red tape. I do not think you understand this and yet it is a real hardship.

The Joint Chairman Mr. Klein: Mr. Nasserden, are you through?

Mr. Nasserden: Yes, I think I had better give someone else a chance.

Mr. Prud'homme: You do not mind, Mr. Nasserden?

The Joint Chairman Mr. Klein: No, he is through.

Do you understand French?

Mr. Perna: I did at one time but the Italian has taken over.

(Translation)

Mr. Prud'homme: I have one additional question to ask you, Father. Do you not believe that, in this instance, there should be an investigation of the intention to obtain Canadian citizenship? If, for example, a three years resident of Canada has not, in this time, been examined or questioned about his intention to become Canadian, he should receive Canadian citizenship. He would not then feel, as you have put it, that he must "give in or give out", but if he has lived in Canada for three or five years—I personally would suggest three years—he would have nothing more to do than to prove his three years' residence, that is, to prove his intention to establish Canadian residence on a permanent basis. On the strength of this, he should automatically become a Canadian citizen. Is this the correct interpretation of your views?

(English)

Mr. Perna: Yes, pretty well.

The Joint Chairman Mr. Klein: Take the oath of allegiance in his own language.

Mr. Perna: He has to.

Mr. Prud'homme: I thought if he asked—

Mr. Perna: I had to patiently, I think it was for a week, instruct a man of 76 on the oath to the Queen which I, myself, had never given because I was born here.

Mr. Prud'homme: I will enlarge on this a little when it is my turn.

Mr. Perna: And he had to memorize it word for word and it was difficult. He had been in this country for 15 years.

Mr. Régimbal: On a supplementary, I am just wondering, did you first state that you feel a person should not have to give up his citizenship because he would consider it a bit disloyal?

Mr. Perna: In the point of the brief, this is almost required when they are making application for being a sponsor.

Mr. Régimbal: But if you give them automatic citizenship—I am just making sure that we are getting your point—you are agreeing with him but I think you disagree.

Mr. Perna: I do in one way; it should be made easier for him.

Mr. Régimbal: When he desires it, but it should not be automatic after three years that he gets his citizenship.

Mr. Perna: Oh, no, he has to apply for it if he wants it but he should not be discriminated against.

Senator Hnatyshyn: Just on a point of order, the Immigration Act was amended some years ago but anybody who has been here a long time—not five years—where there is no question of his wanting to remain in Canada, for instance, if he had to learn English or French, was admitted as a citizen.

The Joint Chairman Mr. Klein: No, but only after he was a certain age—quite an advanced age.

Senator Hnatyshyn: Yes, an advanced age, that is true. Did I understand you to say that you want citizenship to become automatic even for a person who does not want to be a citizen?

Mr. Perna: No.

The Joint Chairman Mr. Klein: I think what the Father is saying is that a person, after, say, five years of residence, makes application and declares his intention to become a citizen; that he should automatically become one without being put through all kinds of questions which a Canadian born person probably could not answer either.

Senator Hnatyshyn: I agree with that but that also depends on the discretion—we have commissioners now instead of county court judges and they are pretty reasonable, from what I hear. They do not put them through questions that a university student could not answer.

The Joint Chairman Mr. Klein: Are you through, Mr. Prud'homme? Mr. Nasserden is finished.

Mr. Prud'homme: Oh, well, I was on a supplementary. May I continue.

The Joint Chairman Mr. Klein: Sure, by all means.

An hon. Member: Take them all, if you like.

(Translation)

Mr. Prud'homme: Father, are you from Toronto or Montreal?

• (5:00 p.m.)

(English)

Mr. Perna: Toronto.

(Translation)

Mr. Prud'homme: In that case I should like, quite in a personal capacity, to congratulate you. This is one of the first briefs the spirit of which corresponds so closely to that of the White Paper on Immigration. You have expressed yourself lucidly and simply. You say what you both like and dislike. Personally, this is the type of brief which I would have liked to have received from all the groups appearing before us.

Secondly, I was, initially, quite enthusiastic about Canadian immigration policy as set down in the White Paper, but after careful reading of the French and English texts and after having listened to you, I am beginning to entertain some doubts about the principles which underly it.

(English)

I will go on with the other language. I prefer to question in English. Father, I will deal with your comments, if you do not mind. You said on page 8, paragraph 11, that we do not have any figures, the Dominion, or as I like to say, the Federal Bureau of Statistics has no real figures as to who is on welfare and who is not and how long they have been here and so on and so forth. Do you agree with that?

Mr. Perna: That is right.

Mr. Prud'homme: That is what you mean by that?

Mr. Perna: Yes.

Mr. Prud'homme: This brings up a good argument. On page 10, paragraph 15, you come from Toronto and that means the province of Ontario and maybe it is easier there. Have you any knowledge of what is going on in the province of Quebec as far as trade unions giving cards are concerned. For instance, I have many cases of Italians and Greeks who want to become barbers. They say they are qualified. They say they have all the trades necessary for it, but the trade unions prohibit them from getting their cards to work. Is that what you mean by that?

Mr. Perna: Yes, the trade unions and also the professions, like the doctors—

Mr. Prud'homme: I was coming to that, surely, like the lawyers. I think there is no restriction for the priests so far.

Mr. Perna: We are always willing to save men.

The Joint Chairman Mr. Klein: Because you have the skill.

Mr. Perna: At least we did up until the council.

Mr. Prud'homme: This is a great argument because as far as anyone who wants to work is concerned sometimes they are confronted with provincial or federal laws, but they are mainly provincial laws. Would you say they are mainly provincial laws?

Mr. Perna: That is right.

Mr. Prud'homme: On page 16, paragraph 34—

The Joint Chairman Mr. Klein: We might tell you, Mr. Prud'homme, that the parity committee of barbers and the parity committee of the hairdressers are coming before this Committee.

An hon. Member: You will get the story there.

Mr. Prud'homme: But it is a fact that the doctors—

Mr. Perna: We have to safeguard the health of the people. I think they have to pass a test.

Mr. Prud'homme: I now turn to page 16, paragraph 34; according to your knowledge, Father, were the immigrants, before coming to Canada, told of what Canada was composed? Do they know when they come they are going to join a new country that is—and I will not shock anybody by saying it—federally bilingual?

Mr. Perna: No, they do not really know, I do not think.

The Joint Chairman Mr. Klein: They know that Canada is composed of Montreal and Toronto.

Mr. Prud'homme: Father, would you say that, according to your experience as a Torontonion, the first language they would choose would not be for the reasons of being a better citizen but for economical immediate survival?

Mr. Perna: Right.

Mr. Prud'homme: So if you were a Montrealer—

Mr. Perna: I would have to learn French.

Mr. Prud'homme: No, if you were a Montrealer it would mean something else. This is what I would like to know to put my point across. If they do not learn French in coming here that might not be their fault; it might be our fault since the first point as soon as you land is not to be a good citizen knowing two languages which the majority of Canadians do not know, but it is the economical immediate survival so they will learn the first language of the first person who knocks at the door and will receive them better. This is a big point in Montreal. The immigrants learn English. I know why now because those who receive them better—some might disagree furiously with me but I am still altruistic a bit—and that is the reason. Those who receive them better are not of French speaking origin at the moment. It is changing, but not fast enough to satisfy me, but you will see this is the main point. They are not concerned about speaking French or English; they will speak the first language of their first employer.

Mr. Perna: That is right. It is economically feasible for them but you cannot legislate both languages; that is why I put this—

Mr. Prud'homme: No, you do not impose a language on somebody. I agree with that, too.

Mr. Perna: Unless we have bilingualism, which I would like to see, personally.

Mr. Prud'homme: But in Toronto you would say that 300,000 are of Italian origin?

Mr. Perna: It is over that now, I think.

Senator Hnatyshyn: Is it over that now?

Mr. Perna: Yes.

Mr. Prud'homme: So, if there were some facilities for them being of Latin origin and so forth, they might be inclined naturally—for them it would be easier to adjust to the French language then to the English language? It could be easier.

Mr. Perna: We have French taught now in our own parish school and the immigrants learn it faster and better than they do English.

Mr. Prud'homme: So they would adjust themselves better in Canada and language being a barrier—

Mr. Perna: Except in Quebec, I do not know about Canada.

Mr. Prud'homme: He would adjust faster in the Canadian context if there was the facility for them because, after all, if they are unskilled labourers it does not matter if they speak Italian, French or so on and so forth, as long as they do the work.

An hon. Member: They could even speak English.

Mr. Prud'homme: Page 16, paragraph 36; Would you say that in Canada we should enlarge on the sponsoring of immigrants? That is according to what you are saying there. Would you just elaborate a bit on:

Or our agencies can assist them when requested

Because this has been raised by many other—I hate to say ethnic groups because I hope some day we will take that word out of our vocabulary. I would like to put myself in their shoes because I know how I would feel if I were told that I was from the ethnic origin or ethnic group. I do not like to use that word so I say new Canadians.

Senator Hnatyshyn: On a point of order, we got rid of it in the west but the east introduced it back again.

Mr. Prud'homme: How do you think this should be done, Father, when you say:

Our agencies can assist them when requested.

You say you would take care of—then, you would sponsor as a community or a group?

Mr. Perna: That is what I mean.

Mr. Prud'homme: If there is no possibility of—

Mr. Perna: Outside of the refugees—I am talking about others, yes.

Mr. Prud'homme: I do not mean refugees because then the country would be the sponsor.

Mr. Perna: I know in Toronto, for instance, when companies were allowed to call men over because they needed them, they exploited them to the hilt. They were paying them less than \$1 per hour when the maximum was

\$1.25, and you dare not complain about it because these people needed their jobs. They were breaking the law. They sponsored these men for economic purposes and yet a good substantial group—a religious group—could not sponsor them.

Mr. Prud'homme: According to you, Father, now I know it is a very difficult question.

Mr. Perna: It is fantastic. The law favours a group, does it not? You would almost think that some of the laws were put out by the Canadian Manufacturers Association.

• (5:10 p.m.)

Mr. Prud'homme: Father, I have a very difficult question for you. I have 38,000 electors of whom 4,000 are of Italian origin and I have more work with them—let us say that I have 50 petty political cases during the week. The majority of my work over the past three years has always been with the new Canadians. I am glad to do it, but because of that I have learned quite a lot during the three years. I am going to put to you a very direct question. Do you think, Father, that this does exist in Toronto, and—you are of Italian origin—if you were of Polish origin or Greek origin, it would be the same thing—that there is according, to your experience abuse by, let us say, new wealthy Canadians of Italian origin or other origins, the newcomers who know nothing about our laws as far as salary is concerned. They come in and work for me at a low salary and they are kept at that salary and they are frightened.

An hon. Member: They are exploited.

Mr. Prud'homme: Thank you for the word, but I do not like the word “exploiters”.

Mr. Perna: Thank you because it describes it very well.

Mr. Prud'homme: Would you say, Father, that this, to your knowledge—I know that this does exist—does still exist?

Mr. Perna: Yes.

Mr. Prud'homme: Would you suggest the government should do something more by way of explanation in their own language before they arrive and tell them what the laws are, and do not allow yourselves to be exploited by lower salaries. Tell them what they should at least earn as a dishwasher, and so on. Do you think the government should get into this field to put an end to this kind of

exploitation that exists in Montreal. I know this; I have many cases of big construction companies who employ these men who are afraid because they think that if they complain they will lose their sponsorship and they will be sent back. They are afraid of this. They do not even want to go downtown because, as someone said, when they are there and they see a commissioner, they think it is the law and they fear it.

Mr. Régimbal: On a point of order. I know it is well intended but I do not think it should go into the records in that way because you said "certain construction companies". If you put it that way you put a slur on all construction companies which I do not think was your intention. I do not think this line should be continued without specific names.

Mr. Prud'homme: I see your point, Mr. Régimbal, but I will stick to my own words and you stick to yours. When I need to give the names I will do so, but today I am speaking generally. The Father said he knows of similar cases.

The Joint Chairman Mr. Klein: I think we should make it clear that exploitation, for the most part, is in individual cases rather than the general rule.

Mr. Prud'homme: Thank you, Mr. Klein, I would have said that.

Mr. Perna: I think that puts it precisely but it is going on.

Mr. Nasserden: I think, too, Mr. Chairman, that it would be better to say that in effect not only the people from one country but from a number of different countries, so that it does not—

• (5.15 p.m.)

Mr. Perna: Oh, no, this is going on with all of them.

Mr. Prud'homme: I want to make it clear if I had been talking to a Greek, Father, I would have said something—

Mr. Perna: In Toronto, they had a big scandal over this.

Mr. Prud'homme: Not enough.

Mr. Perna: But in Toronto they did, over the immigrants who had come in from Italy and they were really prisoners in the back of some of these restaurants.

Mr. Prud'homme: I know and I agree, too. But I am not referring, Father, to Italians because I hope I am more political minded than that.

Mr. Enns: Mr. Chairman, quite apart from any specific employer, I am wondering if the line of the questioning is relative to the discussion on the White Paper.

Mr. Perna: This is the point I wanted to make. Outside of groups—by a group—unless the law is changed, there are many others who could be called to this country and sponsored by, we shall say, five or six men, members of a family of cousins and others, and these men collectively can sponsor others as long as they form themselves into a group and can put up the bond or whatever is required.

Mr. Nasserden: Mr. Chairman, I think what the questioning has brought out should be put on the record. It points to a need of some type of counselling service here in the immediate period after they have arrived and have taken employment in Canada, to let them know what their rights and privileges are. It would mean more contact with them after they are here and it might also mean, as Mr. Prud'homme suggested, giving them information before they came.

Mr. Prud'homme: Even before they arrive. As soon as they arrive, they want to be free. I am a free citizen and you are and they want to be free. They do not like to be told after they arrive here what their rights are. They should know before they arrive.

The Joint Chairman Mr. Klein: Mr. Prud'homme, I do not want to rush you but we would like to leave as quickly as we can.

Mr. Prud'homme: I am nearly finished. You think the minister should retain his minister's permit and no power should be taken away from him. This could involve a big discussion. I would agree with you. The minister might want to delegate this power to someone else but in any case, someone will have the final power, and if someone is to have the final power, I agree, Father, with you that it should be the minister, but it seems that it will be the contrary. You also said:

No bond should be required of anyone who sponsors a tourist.

Could you just give us a few comments on that as this is affecting mainly, at the moment, the Greek and Italian tourists. Do you

know that that is what is happening at the moment? Those who are affected by the bonds are, at the moment, mainly the Greeks and the Italian tourists because they do not go back. They fall in love very rapidly and they get married, and so on.

Mr. Perna: From what I understand, though, even—

Mr. Prud'homme: Even, mon Pere, this should be on the record I would suggest sometime in some desperate cases—

Mr. Perna: Those coming from behind the iron curtain are also under bond.

Mr. Haidasz: Yes, I have a case on my desk now where the immigration authorities in Toronto demand a \$1,000 bond for a man and his wife and teenage daughter to come on a visit to Toronto and Expo 67, sponsored by a Torontonian.

Mr. Prud'homme: This is my last question, Father. You state:

Reasons for refusal should be given to any applicant for admission to Canada.

Naturally, just given to the applicant without being made public. You said that some cases of deportation could be held in camera, if the person to be deported was aware of the reasons for security reasons.

Mr. Perna: As long as the person knows.

Mr. Prud'homme: As long as the person knows?

Mr. Perna: Yes, that is important.

Mr. Prud'homme: But all security cases could be held in camera?

Mr. Perna: Yes.

Senator Pearson: Father, I just have one question on which I would like you to enlarge and that is in regard to page 8, paragraph 11, dealing with the unskilled. I am quite in agreement with the idea that we should allow a great many more of the unskilled workers into this country. I came to this agreement after listening to the miners association who told us the story about some of the mines that were not actually closed down but were shut down slowly because they are not able to get the unskilled men they need in the mines to work underground.

There are many areas where unskilled workers are needed and I have listed a few such as mining, logging, working on pipe

lines, working on power lines, telephones, construction work, painting, decorating, truckers, and all sorts of things. There are hundreds of jobs for unskilled workers with slight training when they arrived here. I am just wondering if it is not possible that our cities, particularly our large cities, are not growing too fast at the present time and that these two cities, largely Toronto and Montreal, have too strong an influence on the immigration department in asking for skilled workers. The rest of Canada is suffering as a result of this. One of these days we will find that there will be very little of our raw products being developed for the use of these cities. The cities will run out of stuff except services. Mr. Jones will be feeding Mr. Smith. This is all that will happen in the cities because there will be no more raw products or it will be shut down.

Is it not possible that the Immigration Act should be changed to allow a great many more unskilled workers to come in.

Mr. Perna: That is what I put it in for.

Senator Pearson: I agree with you on that. I think this is one area—

Mr. Perna: Manitoba needs, I do not know, how many thousands of unskilled workers and they cannot get them.

Senator Hnatyshyn: They came up with a very good brief on the same point, Father. They put in a very good brief on that.

Senator Pearson: Thank you, Father, that is all I wanted to know. I just wanted to emphasize it.

• (5:20 p.m.)

Mr. Haidasz: Mr. Chairman, I have just one short question prefaced by the remark that Father Perna, who is a constituent of mine and makes a lot of representations to me asking for my assistance before the minister to obtain permission and favourable decisions on certain cases on humanitarian grounds—

The Joint Chairman Mr. Klein: I do not think I can allow you to play politics at this meeting.

Mr. Haidasz: I must say that when I heard Father Perna today say that he has files this high on immigration cases and petitions, I think that there is a great need for the regional immigration office to provide services which you are now providing. Is that correct, Father?

Mr. Perna: The immigrant has to have someone to turn to, whom he can trust. This is the important thing. Many years ago we tried to set up a local movement in Toronto to handle this, by laymen, without any charge. However, unfortunately it fell through. I do not wish to discuss this matter, but they would have taken a great burden off us. We would have supervised it which would have saved us an awful lot of work. They have to have someone who knows someone who trusts someone else, sort of a deal.

Mr. Haidasz: Are there no translation or interpretation services for Italian speaking people in the Toronto immigration office?

Mr. Perna: They have a couple but they have to call them in.

Mr. Haidasz: My second question, Father, is have you any suggestions to make to this Committee upon immigration deportation hearings such as you have witnessed in Ottawa with one of your parishioners?

Mr. Perna: Could you repeat that?

Mr. Haidasz: Have you any suggestions to this Committee to make about the inquiries made on deportation cases such as you witnessed yourself when you accompanied one of your parishioners to Ottawa last Friday?

Mr. Perna: I think the boards should be set up regionally, to start with, and they should be a sort of mobile unit, so that if there are two or three out west they will move to various centres instead of calling a great number to Ottawa. This is costing X amount of dollars for the one who has to travel who is under deportation and many of them have not come to this country to be deported, to be realistic about it. They are not in a position to defend themselves and many times they just leave. I have an awful lot who have left; I have told them to leave because they could not follow the procedure and I did not want to see them deported, so I asked them to leave before the deportation order was issued. Had we the proper appeal board here in Toronto who could have adjudicated the cases, this would not have been necessary.

The Joint Chairman Mr. Klein: Gentlemen, before we adjourn, and we are adjourning to 8 o'clock, is it the pleasure of the Committee that we have the brief of the Amitié-Quebec-Proche-Orient attached to today's proceedings to form a part of the record?

What about the Western Unity Research Institute?

Senator Pearson: Yes, I think we should have them both attached.

The Joint Chairman Mr. Klein: Yes, and Father Perna's brief?

Some hon. Members: Agreed.

The Joint Chairman Mr. Klein: We will adjourn until 8 o'clock.

EVENING SITTING

(Translation)

The Co-Chairman Mr. Klein: Gentlemen, we have with us tonight the President of the Confederation of National Trade Unions, Mr. Pépin, who will introduce his delegation.

Mr. M. Pépin, President of the Confederation of National Trade Unions: Mr. Chairman, Honourable Members and Honourable Senators, it is with pleasure that I introduce to you those who are here with me tonight: the secretary-general, Mr. Robert Sauvé; the vice-president, Mr. Raymond Parent; Mr. Jean-Paul Lalancette, legal counsel; and Mr. Jean Champagne, assistant to the secretary-general.

With the permission of the chair, I should like to thank you for giving us this opportunity to discuss Canadian immigration policy. Everyone knows of the importance of this question, and we are most appreciative of the fact that this committee has seen fit to hear us at night and in Montreal. Undoubtedly, the members of this committee are aware of the fact that the C.N.T.U. is experiencing some difficulties with the federal government. We have given up our representation on several committees of which we were members, and we maintain this absenteeism, rather than calling it a boycott, for the time being, for reasons which have no connection with immigration services.

We have deemed it worthwhile and important to come before you to explain the attitude of the C.N.T.U. concerning the White Paper which was tabled in the House of Commons and to make clear to you the policy in this respect of a segment of Quebec and Canadian workers.

Now then, if you have no objection, Mr. Chairman, Mr. Sauvé will read the brief, since it has only been distributed to you tonight, and we will then be glad to answer all

the questions which it is in our power to do so. Thank you.

Mr. R. Sauvé: Mr. Chairman, Honourable Senators and Honourable Members—

(English)

Senator Pearson: Could you speak into the microphones so we can hear you?

(Translation)

Mr. Sauvé: We have no intention to pose as immigration experts or expert demographers. Nor do we see it useful for the purpose of this memorandum to make a survey of all the immigration systems in the different countries.

We do, however, consider that we must submit our point of view on this important problem of immigration. We consider it as our duty because at many of the C.N.T.U. Conventions this problem has been very often discussed. The C.N.T.U. has even found it necessary at one time to organize an immigrants' aid service; moreover, there are many New-Canadians within the C.N.T.U. who render it eminent services and make excellent members.

We appreciate highly the opportunity given us to discuss this important subject with you.
Position of the C.N.T.U.

As far as the C.N.T.U. is concerned, the immigration problem has been traditionally related to the problems of unemployment, labour and housing. In times of full employment the immigration problem claimed less attention. On the other hand, during periods of unemployment of workers in Canada, there was a tendency in labour circles to cast blame upon immigration or to condemn the immigration policy.

The C.N.T.U. requested a selective, efficient immigration policy, controlled immigration. In a memorandum submitted in 1954 to the Federal Cabinet, the following was said, on page 4: "Moreover, for the immigration to be effectively selective and acceptable by labor, immigration should not only be suspended in the case of industries affected by unemployment, but also in the case of industries which are natural outlets for unemployed Canadian workers of various trades."

Farther on, the following is said: "In labor organizations, the main objection to immigration is less related to immigration itself than to the present economic condition and to unemployment."

In 1961, the C.N.T.U. also recommended: "That the Department of Immigration establish its immigration quota after serious inves-

tigation with the National Employment Service, with the employers and labor syndicates, in order to be well acquainted with the situation and to be in a position to make a selection which would be based on the real needs of the country."

For the members of the C.N.T.U. and for our trade-union center, a healthy immigration policy must be based on the country's economic expansion, should be a policy of full employment, in short, a manpower policy.

We, at the C.N.T.U., are well contented to point out that Immigration belongs now to the same Department as Manpower. This trend in Federal Government politics gives us reasons to hope that Immigration will be part of the Manpower administration, even while allowing for matters of constitutional jurisdiction.

Motives for Intervention

If we admit that every person has a basic right to immigration, that he has a fundamental right to earn his living, we still cannot blame the C.N.T.U. for trying to establish and above all requesting the establishment of an equilibrium between manpower in our country and immigration.

What we asserted in 1954 and in 1955 is still of interest.

Our second motive for intervention is the fact that the selected immigrant once landed becomes, the next day, part of our manpower, member of our trade unions, and that this new employee will have to undergo like everybody else the economic changes, suffer the same economic repercussions and even social repercussions. The difference is that all this will be more complicated for him, he will have the added difficulty of not knowing our way of life, of thought, of action; this is why we are obliged to devote a closer attention to the immigrant.

As far as the sponsored immigrant is concerned, he will also, sooner or later, come out on the labour market; in the meantime he has to contend with our education system, our social system, our economic system, our urban system, etc. The C.N.T.U. considers the best way for adjustment of the immigrant is work. We consider to be right in asking that work and employment should be made easy for him, that Government authorities should take all the necessary measures for providing work to the immigrant, and that he should be employed, as far as possible, in his own occupa-

tion. He should be given some security even if he does not receive more privileges than those granted to local manpower.

The Main Features of the Canadian Immigration Policy

We may state at the outset that the White Paper on Canadian Immigration Policy stresses one of the aspects of immigration policies. It starts with economic factors such as: under-populated country, domestic markets, needs of manufacturing firms, industrial competition, necessity of economic growth, and from these economic factors it concludes that immigration is absolutely necessary in Canada.

Even subject to the fact that economic conditions have changed in Canada these last years; even if mention is made of funds necessary for adult training; even if declaration is made to the effect that programmes of improvement of the population's abilities should not be offset, only casual mention is made in paragraph 14, as follows: "The requirement for economic efficiency and progress is, on the contrary, that manpower and immigration policies should be closely related parts of a single endeavour."

For us, this is the most important objective, and we would have liked that the Canadian Immigration Policy had started from this basic objective and had been analysed in correlation with and depending on this objective.

The second main feature is emphasis on education, specialization and qualification. Starting again from economic factors, the White Paper notices the difference between the productive worker and the unproductive worker. According to the White Paper, the productive worker is "the one with the basic education or training to adapt himself to new circumstances, to learn new skills, and to profit from new opportunities." On the other hand the unproductive worker, exposed to unemployment "will be the under-educated one who lacks capacity for learning new, more complex skills." We might consider this distinction questionable in the light of the actual situation. There are many thousands of factory workers employed presently who did not have the basic education permitting them to learn a new occupation or a more complex one, and still are highly productive workers.

However, considering the fact that Canada has become a highly complex industrialized and urbanized society, we can foresee the need of a more and more qualified work force.

The White Paper also emphasizes the expansion of office employment, as much as expansion of skilled trades; in paragraph 12 it is pointed out that there is a whole segment in Industry which requires highly qualified workers. It even goes further in paragraph 16 where mention is made of some trade unions, professional associations and even provincial licensing authorities are not as ready as they might be to recognize professional qualifications earned in another country.

All this is true and should be changed in practice, however it is our unskilled manpower which should be specialized and adapted to the new requirements.

If we found upon the absolute need for qualified, specialized even highly qualified workers in our country, our attitude leads us toward some form of discrimination based on education, although it is understandable that we are looking for qualified immigrants. May we cite the following remarks made by the Review of Human Rights (October 1966):

"Instead of applying the "quota" system, the Government intends to admit only qualified immigrants who contribute to the country's development—but I doubt that the Labour Movement will be as happy to learn about the almost total exclusion of unqualified applicants (from point of view of work), and it is worthy of notice that it is the same groups of Whites (from Northern Europe), who have always been welcome in Canada, who are the most liable of obtaining admittance under the new law. Instead of unambiguous racial discrimination, as it was done in the past, we will find ourselves face to face with a substitute, discrimination based on education. The results of such policy will be, whether we admit it or not, encouragement of immigration of Western and Northern Europeans, and discouraging immigration of Southern and Eastern Europeans, of immigration from under-developed countries of Asia, Latin America and Africa. In this manner, immigrants from countries such as Portugal and Italy, who have come to Canada in great numbers during the last years, will have a much restricted possibility of entry because very few of them have the required seven years of school or possess the qualifications of a trade."

To conclude, may we point out that it is the society or the country admitting immigrants

which should prepare them for adaptation within its system. The country admitting them should, accordingly, prepare the people to adapt themselves to the requirements as to trades or professions, even if they have to be liberalized to a maximum.

We presume that it is up to the Department of Manpower to establish an accurate balance. We also think that the same Department should institute manpower centers in line with the actual needs of the country, and that immigration be directed accordingly. The country should also organize services so as to enable adaptation of workers who may come from Southern or Eastern Europe, from Asia, from Africa, and also from South America.

We should restrain from taking the best part, from "skimming" the said countries, because it should be kept in mind that we are committed there by credits granted and by personnel supplied for their economic development. If we seek their specialized workers, their qualified manpower, how can we expect this economic progress? There is evident contradiction between the assertion that qualified manpower is scarce and that at the same time we seek only qualified manpower in other countries. What we should do for Canada, that is specialize our workers, qualify them, should be done at the level of immigrants as well.

A third main feature we find in Canadian immigration policy is that the immigrant is expected to shift for himself. In spite of the assertion in paragraph 103 that immigrants "should receive the kinds of services they need to start productive employment as soon as possible", and that mention is made elsewhere of helping them, orienting them, of guidance and placement, we find nowhere any guarantee of work for the immigrants.

The immigrant who arrives in the country has no guarantee of employment; he doesn't have a labour contract in his pocket. Should he find a job soon after his arrival in Canada, he is not secure from layoffs, nor is he secure from economic fluctuations, and the employer who hires him or who sent for him and asked him to come is under no obligation of granting him continued employment, or lodging. The employer is in no way obliged to train him, to facilitate his adaptation to the economic conditions of the country and of the Industry. There is no mention of instituting special services for tuition of a language

needed by the immigrant, of instruction to acquaint them with our habits, the bi-ethnic character of Canada, labour problems, etc. Not only is there no mention of these matters, but paragraph 101 of the White Paper states: "newly arrived immigrants are encouraged to look to existing services and facilities for any necessary material assistance, in order to avoid the creation of special programs." Whenever reference is made to available services or institutions, it is to existing ones, and there is no evidence whatever of the Department's intention of creating new ones. This is the reason why the C.N.T.U. is asking for the immigrants, as we ask it for all the workers, a guarantee of work, of employment; the obligation for the employer who hires an immigrant to train him, accommodate him, keep him at the job, and make all the necessary efforts in view of adapting him and integrating him in his new environment.

A last important feature is the highly limited field of action left to provincial jurisdiction in matters of immigration.

When the White Paper talks about manpower policy, school courses, special training, or even about admittance, these matters right away involve competing constitutional jurisdictions.

In reading paragraph 104, we realize that there is not much room left for the provinces, it seems that provincial jurisdiction is limited to the social aspect of immigration, even where the White Paper refers to politics and to manpower services.

We believe that there is danger of conflict in these matters, and the C.N.T.U. has therefore sound reasons to demand agreement and co-ordination of the different provinces' immigration policies which should be reconciled as much as possible with those of the Federal Department.

Specific Problems

Paragraph 33 of the White Paper discusses the neighbourhoods where immigrants move first and finds it natural that an immigrant, when he succeeds economically, moves out to a better neighbourhood. Should it be possible to take it for granted that the newly arrived immigrant has no right to require the same conditions of residence as normally requested by Canadians? It appears that this is found normal and subject to so-called economic laws. The least which can be said about this is that it is here again the "SFY" or "shift for yourself" system...

As far as distribution of immigrants is concerned, we are pleased to draw attention to the voyage of the Minister of Manpower and Immigration to France. We are very glad to learn about the intention of trying to reestablish the demographic balance. Yet we believe that our Immigration services should make every effort to explain to the future Canadian residents the bi-ethnic character of our country.

Another problem we wish to line out here is that of information. We cite paragraph 100 on this subject: "If the task is to be performed properly, comprehensive literature in the language of the immigrant and trained counselling officers are needed." If the Department's activity is to be limited to literature and training of counselling officers, we consider the policy as unsatisfactory. We believe rather that the immigrants should learn as much as possible about Canada and about the problems they might meet here, while they are still in their country. And may we point out the importance of any such literature, as there is a danger of disappointment for the immigrant upon arrival.

It seems that future immigrants will be granted an identity card. As such cards are not customary among all the Canadians, we wonder why it should be among immigrants. We believe that this could be taken as a form of indirect discrimination. We also believe that once entrance has been granted to the person who has fulfilled all the legal formalities, the immigrant should be considered as a citizen in good standing.

Does the same apply to fingerprints? It may be requested in cases where there is reason for suspicion, where there might be danger involved for the citizens' security; but it should not be asked of all the immigrants.

Paragraph 104 mentions establishment of consultative machinery. If we are not mistaken in our informations, such a machinery has already existed but has been dissolved. We believe rather that what is needed is a co-ordination organism, to co-ordinate all pertaining matters between the provinces and the Federal Government, as well as within each province an organization co-ordinating public and private services, so as to assure the most humane treatment and welfare to the immigrants.

Consequently, the C.N.T.U. suggests

1. That immigration politics be integrated with a general policy of manpower; that this

policy be one concerned with the total strength of middle- and long-term manpower.

2. That said manpower policy should endeavor after an accurate balance between employment and higher training of Canadian workers, and immigration.

3. That immigration should meet the actual demographic, industrial, and ethnological requirements of the country, that investigations be made on the subject and that the results of same be made public.

4. That special services be created in order to enable immigrants who wish to immigrate from eastern Europe, southern Europe, Asia, Africa, South America, to come to Canada. This would be a charitable mission and a humans task.

5. That employers who request or who employ immigrants guarantee them a minimum term of one year's employment; that they make the necessary arrangements for their training, their accommodation, and for assuring them a certain well-being.

6. That there be agreement, co-ordination between the Federal Government and the Provincial Governments, with a view of co-ordinating the adaptation and integration plans for immigrants.

7. That over and above the labour contract, immigrants be granted convenient lodging and that the employers assume this responsibility.

8. That an effort be made to re-establish the demographic equilibrium.

9. That the Government endeavour, inasmuch as possible, to favor the entry in Canada of families rather than of individuals; this has its social as well as economic justification.

10. That the Government supervise very closely the publicity made by its immigration officers, by travel agencies or other companies.

11. That identity cards should not be obligatory.

12. That fingerprints be requested only in cases where there is potential danger for the security of individuals and of the State.

13. That the Federal Government institute an organism for co-ordination of immigration programmes in all the provinces, and an organization for co-ordination of services within the provinces.

14. That stress be laid upon the fact that the immigrant is a worker, a human being, and that as such he has a right to full consideration on part of the State and of its services.

(English)

Mr. Nasserden: Your first suggestion on page 9, reads in part:

That immigration politics...

Should the word "politics" read "policies"?

Mr. Sauv : Yes, "Policies". You are reading from the English?

Mr. Nasserden: Yes. I wondered because the translation was "politics" too. This is quite a brief, Mr. Chairman and Mr. Sauv . It is actually a restrictive brief compared with the White Paper, which is an expansive document.

On page 2 you say:

That the Department of Immigration establish its immigration quota after serious investigation with the National Employment Service, with the employers...

Perhaps, before I go into these things, I should ask a couple of preliminary questions. Is it a fact that your union deals mainly with employees from the province of Quebec?

Mr. Sauv : Right.

Mr. Nasserden: What is the employment situation in Quebec today? How many are there unemployed in the province of Quebec?

Mr. Sauv : It is about 5.2 per cent at the present time.

Mr. Nasserden: How does that compare with the rest of Canada?

(Translation)

Mr. Sauv : It is usually double that of Ontario.

(English)

Mr. Sauv : It is usually double that of Ontario.

Mr. Pepin: Ontario has half the amount we have, usually.

Mr. Nasserden: Is that the reason you have taken a restrictive line in this brief?

(Translation)

Mr. Pepin: If I may answer, sir, this occurs when we recall the different positions taken by the C.N.T.U. in 1954 and even in 1961. You will remember that there were extensive periods of unemployment at that time. In 1961, we were coming out of a period of prosperity and there was a fall off in the level of employment. If you will notice the positions we took, you will see that even though we mention on page 3 that what we said in 1954 and 1955 is still the case, we are nevertheless trying to open the doors of immigration so that it will not be based solely on educational criteria. We know very well that a country such as ours cannot accept as immigrants only those who are not qualified, nor can it endeavour to accept only those with the highest qualifications, because, in either case, we would find ourselves in a bad situation. In this sense, I do not think this brief is restrictive. We favour an immigration policy adapted to our present needs and with provision for the future. Our first recommendation, on page 11 of the French text, asks "that this policy be one which reflects both our short term and long term manpower requirements", precisely in order to take into account both our present and future needs.

Mr. Sauv : On page 13 of the French text of the White Paper, at the end of paragraph 22, it is written that the programme is based on a policy of long range economic expansion. I believe that is also the gist of our brief.

(English)

Mr. Nasserden: Yet on page 3 you state:

The Main Features of the Canadian Immigration Policy...

It starts with economic factors such as: under-populated country, domestic markets...

Even today, with the problems that we have with regard to employment, there is a demand in many parts of the country for not only trained people but also untrained people as well—particularly for the untrained in the mining and forestry industries and some of the building trades as well. Another factor that has been brought out is that sometimes people do not like to move where work is available and then your policy has to be patterned to meet the need of those who need people, as well as in respect of those areas where there might be a small surplus

at any particular time. For one reason or another, many people do not particularly like to move to certain areas, and I am not suggesting that they should. Mention was made of the unemployment situation in the province of Quebec. May I say, in passing, that there is room in western Canada for emigrants from that province. Also, it would be a good thing, from the standpoint of national unity.

(Translation)

Mr. Pepin: There have been rumours to the effect that some professors wish to emigrate.

(English)

Mr. Nasserden: Well, we could use a few of them in the province of Saskatchewan.

(Translation)

Mr. Sauvé: But they are prevented from doing so by the lawmakers.

(English)

Mr. Nasserden: You have emphasized throughout that the manpower and immigration policies of the federal government must be closely interwoven. I know that the government has to consider that. But in a country like ours, with the resources we have still undeveloped and the amount of domination of our industries from outside that has been taking place, do you not think that we can serve the interests of Canadian ownership and Canadian development by bringing into Canada thousands and thousands of people, and that we should do this rather than being too cautious in this regard?

(Translation)

Mr. Pepin: The problem you are raising, sir, is not, in my opinion, one that is cut and dry. One cannot decide arbitrarily that this or that policy should govern. I know that if Canada is to develop, its population will not only have to increase by natural means, by the revenge of the cradle, if you wish, but a greater number of immigrants will have to be accepted at all costs. What we should try to avoid is too great an influx of immigrants at any given moment, which might be unfavourable to those already living in Canada.

I shall try to explain: if you accept vast numbers of immigrants, thus creating economic upheavals, and if your intention in doing this is to have a more Canadian Canada, we may eventually have a more Canadian Canada but those who live in the country

when the transformation occurs will feel they have been sacrificed to those coming from other countries or other continents. However, I believe we can maintain a balance in the number of immigrants which we accept since, in certain cases, we will accept people who do not have the required level of education. You spoke earlier of "untrained" immigrants. If you send them to work in mines or forests, or even on farms as agricultural workers, no one should forget that eventually, when automation reaches the forest, among others, these people will come back to the urban centres and in two, three or five years you will be faced with a very serious problem.

Therefore to conclude briefly this aspect of the question, I will say that we need to increase the population in Canada both for economic reasons and in order to be more Canadian and derive maximum benefit from our land, but we cannot do this sporadically or by accepting hordes of immigrants without taking into account present employment opportunities. We should not think only of the distant future; rather, I believe our policy should be based on both short term and long term goals.

• (8:40 p.m.)

(English)

Mr. Nasserden: That raises the whole question of whether immigration is desirable or not. When we take a look at the immigration patterns in Canada over the years we find that immigration came in waves, and the large number of immigrants who settled in western Canada, in my opinion, did a great deal for central Canada, the provinces of Ontario and Quebec, because it created demands for goods and services that they would never have had otherwise. As you look across our unpopulated areas today, do you not think, in the interests of labour in this country, that a highly accelerated immigration policy would do wonders?

(Translation)

Mr. Pepin: I will try again, sir, to answer this question in almost the same terms. I admit, as you and the members of the Committee do acknowledge, that the arrival of immigrants could undoubtedly increase the demand of goods and services. However, if we proceed too hastily without any selection or supervision. I think that the response will be good in ten, twelve, or fifteen years, but that conditions will become very serious during the years which follow the arrival of a great number of immigrants.

Recall, if you please, the slack periods of our economy. When 5.2% unemployment in the Province of Quebec is mentioned here, this is not a slack period in comparison with those which we have experienced before. I recall particularly the periods of 1949, 1954-1955, of the end of the 1950 decade, when the number of the unemployed was even greater than it is now. In the opinion of many Canadian workers, this state of affairs was due to a large extent to immigration. People look upon the arrival of immigrants with apprehension, because they say to themselves: "They are coming to steal our jobs." As far as they are concerned, they are not thinking of the future in three, four or five years from now, but they are thinking rather of their immediate subsistence; and here is where a balance must be reached. I am not saying that they are right.

(English)

Mr. Nasserden: Well, on a supplementary—

(Translation)

Mr. Pepin: I do not say that they are right.

Mr. Prud'homme: This does not mean then that they are right.

Mr. Pepin: No, however when the problem becomes serious, when there is a great number of unemployed—

Mr. Prud'homme: It is imagination.

Mr. Pepin: It is no imagination in some cases. If you admit a very large quota of immigrants with few qualifications who invade the labour market, then it is more than imagination on their part. They say: "Not only are we ourselves in trouble, but soon everybody else will be." This does not mean that immigration should not be selective. Quite the contrary.

(English)

Mr. Nasserden: Your answer presupposes that there is going to be poor planning on the part of government at local provincial and federal levels. From our standpoint, as federal legislators, I would suggest that because the government is coming out with an immigration policy, which will be well known and will set goals not only for the provinces but also the municipalities, that we should have better planning than we have had in the past so we will not be quite as apt to fall into the difficulties that you cited in that regard.

On page 7 of the English text you deal with immigrants shifting for themselves. While it

would be nice and I think, desirable to have consultative services to aid them, do you not think, once they get here, that the sooner they are able to find their feet on their own and thus find their way round, the healthier it will be for them and for Canada?

(Translation)

Mr. Pepin: Certainly. It is very good for them to be able without any help to take care of themselves; however, in many cases, we feel that they should receive individual help. To come back to the first part of your comment, before you asked the question, may I remind you that we are not here to criticize the points which we consider good in the White Paper. On the contrary, we are very pleased that the Government has tabled a White Paper.

(English)

Mr. Nasserden: Am I right in interpreting from page 9, paragraph 4, that you would like to see immigration from eastern Europe, southern Europe, Asia, Africa and South America restricted as compared with immigration from other places?

Mr. Pepin: No, just the reverse.

Mr. Nasserden: The reverse; you would like to see it expanded.

Mr. Pepin: Yes, expanded.

Mr. Nasserden: In respect of fingerprinting, why would anyone object to having his fingerprints taken?

(Translation)

Mr. Pepin: This evening I am not raising any objections. I am in a good frame of mind. However, if we are going to apply different rules to various kinds of Canadians, I believe that we shall be entering upon a dangerous course. If we must take the fingerprints of immigrants, then we must take those of every body else. In this way we shall avoid having a different class of citizens. The same applies to the identity card. Of course, there could be a lengthy debate on the question as to whether the showing of the identity cards should be enforced in Canada or not. People believe that individual freedoms will be in greater danger. Imagine then what the situation will be if, in addition, fingerprints are taken. Undoubtedly, much more dangerous!

Mr. Régimbal: The problem would partly be solved if, for example, research is conducted in the country of origin in order to...

Mr. Pepin: Security reasons.

Mr. Régimbal: ...security reasons: This would enable us to ensure that a person who has filed an application form is really the same one who enters the country.

Mr. Pepin: So as not to mistake one boat for another and in order to prevent any exchange.

(English)

Mr. Nasserden: Mr. Chairman, I would like to thank the witnesses for the answers. My only comment with regard to that is that everyone of us, as babies, have our footprints taken.

(Translation)

Mr. Pepin: It is also a new policy.

Mr. Pelletier: Mr. Chairman, I may be out of order, but I would like to ask Mr. Nasserden a question.

(English)

—in order to discover what he had in mind when he put his questions. I wondered how the witness could answer when you used the terms “accelerated” and “highly accelerated” immigration. I tried to guess in my mind what you meant by that. The present level is about 200,000 a year. What kind of a figure do you have in mind when you say “highly accelerated”? Would it be double, tripled, or five times as much?

Mr. Nasserden: If you want me to present a brief, I will be glad to do so.

Mr. Pelletier: I am just asking you if you had a figure in mind.

Mr. Nasserden: No, I did not have any figure in mind. I just wanted to point out what I thought were the restrictive elements of the brief.

(Translation)

Mr. Pelletier: On page 4 of the brief, in the last paragraph you say (and it seems to me that this is the underlying point of your entire brief, from which the rest may be inferred) that the integration of the manpower and immigration policies should take place, and you add:

“As far as we are concerned, this is the basic objective and we would like to see it become the starting point of the immigration policy of Canada and provide the basis for the analysis of that policy.”

It seems to me, and perhaps you are of the same opinion, that at the present time the White Paper starts with that basic objective. That is the reason why I do not quite understand your remark. Are you implying that we should have a more detailed analysis, which would enable us to know approximately what figure the government has in mind and what factor should determine the number of immigrants to be admitted, a number which will have to vary from time to time.

Mr. Sauvé: That is right, Mr. Pelletier; we were thinking along these lines.

Mr. Pelletier: On page 6, after the quote from the Human Rights Review, you say:

Let it be pointed out that it behooves the society or the country which welcomes immigrants to prepare them for admission into the established structures. It is therefore the duty of the country to prepare people so as to enable them to comply with the requirements of trades and professions, though these requirements may have to be made as liberal as possible.

Do you imply by this statement that the welcoming country, that is, Canada, should provide the necessary vocational training which will enable the immigrant to meet its own standards?

Mr. Pepin: First of all, this is partly true. On the other hand, there are certain professions which are not open on account of provincial regulations in force. At the present time, a person who is not yet a Canadian citizen cannot work in those professions or trades in some cases, even though he may be highly qualified. Therefore, we feel that these co-ordinating committees mentioned further in our brief could be instrumental in changing certain regulations or certain laws, relating specially to corporations.

I am acquainted particularly with the case of a physician who, apparently, is highly qualified (I personally cannot tell, for I do not know enough about medicine); however, many people say that he is very competent. And yet he cannot practise as a doctor because he is not a Canadian citizen. It seems to me that this situation should be changed.

Mr. Prud'homme: A supplementary question. Have you thought of pointing out these facts to the governments concerned with regard to this very important subject? This is

one of the great deficiencies of our immigration policy at the present time. What you say is quite true, but have you thought of submitting a brief in this connection to the people and professions concerned? This applies not only to doctors but also to barbers and to people in other professions.

Mr. Pepin: The case of barbers is another matter which I will explain in a moment.

Mr. Prud'homme: It was an example.

Mr. Pepin: You ask whether we have thought of submitting a brief. Of course, we have; however, the question of following it up is something else.

Mr. Prud'homme: Are you telling us then that you intend to do it?

Mr. Pepin: Well, I am hoping that we shall be able to do it soon.

Mr. Prud'homme: We should perhaps unite our efforts.

Mr. Pepin: I quite agree. Now, to come back to barbers, they are required under certain provincial enactments to have at least a Grade 9 education, which is a minimum. Thus, if Grade 9 is established as the minimum requirement, the immigrant must prove that he has the equivalent of Grade 9. He may be an excellent barber, but if he has not quite a Grade 9 education, he will cut hair a little too short. And so, in this connection too, I am hoping that legislation will become more flexible. Undoubtedly, one cannot be expected to do just anything and no trade either should be allowed to be performed by just anyone, whatever the conditions may be. Therefore, it seems to me that some things should be reconsidered, and properly so.

Mr. Pelletier: With your permission, I refer again to the first point. I gather from reading the White Paper that the entire Canadian policy at the present time requires that the country of origin provide its citizens with either a trade or schooling. I would like to clarify this point: are you trying to shift the emphasis by suggesting that Canada should assume the responsibility of providing newcomers with an education?

Mr. Pepin: Well, I will try to answer your question. However, may I remind you that this is still a question where one cannot be too dogmatic and say: look, here, this is the truth. Yes, I agree that the White Paper puts the entire emphasis on the country of origin. That

is why we believe that a certain form of disguised discrimination, so to speak, is being practised in the attempt to bring new citizens to our country. We ask thereby not a total lack of preparation among the future immigrants, but a certain equilibrium in this connection. If you try to admit immigrants from a few countries where the level of education, of technical or vocational preparation is very poor, you have by the same token decided that you will not admit immigrants from some of these countries.

We think that there is room for a certain number of people, unskilled as yet to work in a trade which requires specialization. There are places where unskilled workers are required. I have mentioned certain jobs in forests or in fields, and it may be that some workers are not as skilled as others. However, we must not forget that living as we are in a period of advanced technological changes, there will come a time when these people will lose their jobs, perhaps on account of these very technical or technological changes; they will then invade the labour market and if ways are not found to make them become skilled workers, they will become regular unemployed workers.

We are not taking exactly the same position as the White Paper, we are not putting any emphasis at all on the country of origin. We do in part perhaps, but we believe that a balance will have to be achieved.

You will perhaps now ask me: in what ratio? I would not know how to reply to this question, for it all depends on present conditions in the country, with regard particularly to demographic research or to requirements in the various trades, a type of research which should be more widespread or at least better known to the public. We might perhaps be able then to have a more profitable discussion on this subject.

Mr. Prud'homme: I would like to ask another question, Mr. Pepin. Does your labour union have any statistics regarding the actual number of these regular unemployed workers?

Mr. Pepin: No, we do not have any.

Mr. Prud'homme: Is it because the federal government does not have any either?

Mr. Pepin: Unfortunately, not. The federal government is in a better position to have these statistics, but you will understand that a labour union—

Mr. Prud'homme: The very fact that these statistics are not available from the government might perhaps spur you on to undertake this research, is it not so?

Mr. Pepin: No.

Mr. Prud'homme: Speaking from your own experience, what is the percentage of regular unemployed workers?

Mr. Pepin: Unless I am mistaken, incomplete statistics have been published concerning the results of a study made by the *Conseil central des œuvres de Montréal*. I do not recall whether it is in that particular study, but there are statistics which show that those who do not have a fifth or a sixth grade education are more often unemployed. There are also a few other studies of the same type, but we do not have any comprehensive study, so to speak.

Mr. Prud'homme: I beg your pardon, but by regular unemployed workers, I do not necessarily mean those with a fifth or a sixth grade education, but I am referring rather to immigrants as compared with native Canadians.

Mr. Pepin: I know nothing regarding this.

Mr. Pelletier: On page 8, you state:

The CNTU must claim for immigrants, as it does for all workers, a guarantee of employment: that the employer who hires an immigrant must train, house and keep him, and make the necessary efforts to help him adjust and integrate with the community.

You further ask that when an employer hires an immigrant, he undertake to keep him for a year. I apologize for asking the question, but have you considered the consequences of this claim? This is something that you cannot ask for nor obtain for Canadian workers, guaranteed employment for a year.

Mr. Pepin: I will try to explain.

Mr. Pelletier: Would this not stop employers from hiring immigrants? They could tell themselves: We are forced to keep them for a year, to house them, while Canadians are much more easily available: we can fire them when we want to.

Mr. Pepin: Let me remind you of the case of one of your predecessors in the House of Commons, the former member for Beauce. He sent for about a hundred Polish women, in

1947 or 1948. He housed them, employed them and paid them a pitiable salary until the start of the war. Then, he moved them or they moved themselves to some other part of Canada, I do not know where.

I also remind you that if we talk of guaranteed employment for a year, it is because we hope to have eventually and very shortly, in this country, the guaranteed yearly salary.

I am forced to open the debate and I apologize, but social problems are increasing in Canada and in Quebec, and I think that a part of these social problems will be resolved when we have real social programmes. If an employer asks for specialized labour, we will not tell him, as a citizen of a country: "You have no responsibility, but it is you who tried to bring these workers over here. You will be able to hire them for a month, this will not bother us at all, and then they can go on the labour market". It is in this spirit, if you wish, that we have thought of this recommendation.

Mr. Pelletier: In the context of the guaranteed yearly salary?

Mr. Pepin: Yes.

Mr. Pelletier: You state, at the bottom of page 8:

"The field left to the provinces is rather slim because the jurisdiction of the provinces seems to be limited solely to the social part of immigration, even if the White Paper mentions labour force policies and services".

May I ask you if you have, yourselves, made representations to the Provincial Government about a future immigration policy or, even if you have not, how do you understand the role of the provinces in immigration?

Mr. Pepin: To the first question, I will answer that we have made a representation in particular when we presented a joint brief with the FCU and the QFL on the reform of the Constitution as we understood it. We foresaw then that the Provincial Government should exercise its jurisdiction in the field of immigration.

The second question: how this competitive jurisdiction must be exercised? We only outline the problem, in this short brief, when we mention a coordinating committee. But we foresee going further if the Provincial Government, in co-operation however with the Central Government, tried harder to open immigration offices in the various countries

where it would be simpler, let us say, for French-speaking persons, as the majority here speaks French, to immigrate to our country.

With these two measures, I am not telling you that things would be perfect, as there are many more measures which should be adopted, such as the preparation of the immigrants once they get here, the reception services. It is not sufficient to say Hello with a smile, but they must really be given suitable material facilities on arrival. They will themselves act as external relations men when they write to their country to tell how well they are treated here.

I have met a certain number of immigrants who were very disappointed about the promises made to them in their country and the concrete reality they met in our country.

Mr. Pelletier: By the way, I have a question: if my information is correct, there are still two provinces in Canada, Manitoba and Quebec, where immigrants are forced to wait a year before receiving social security benefits. Are you suggesting that immigrants, as in other provinces, receive these benefits on arrival?

Mr. Pepin: Surely, on arrival.

Mr. Sauvé: I believe that we have already called for this many times.

Mr. Pelletier: What you say about the identity card and fingerprints may have completely escaped me, but I do not know—

Mr. Pepin: For prints and also for the identity card.

Mr. Pelletier: Did you find this in the White Paper?

Mr. Sauvé: Yes. The identity card is mentioned in paragraph 78, and the prints in paragraphs 79 and 80. And please note that we ask the question in relation to the prints in 79 and 80. In the case of the identity card, everything seems clear. In the case of the prints, it is not clear, on reading the text, whether the meaning is yes or no. I do not know what is the purpose behind this text.

Mr. Pepin: We only read it in French.

(English)

Mr. Enns: I wanted some clarification on the apparent contradiction that exists in your brief, albeit in different areas. On the one hand, on page 6 you deplore the provision in paragraph 101 of the White Paper in that there is no planning for new programs aimed

specifically at immigrants. You quote the White Paper;

Newly arrived immigrants are encouraged to look to existing services and facilities for any necessary material assistance, in order to avoid the creation of special programs.

You seem to say that there should be special programs treating the immigrant as a class apart. On the other hand, when you talk about the identity card problem, you say, why treat them different from other Canadians? I see some contradiction here?

(Translation)

Mr. Pepin: I do not think it is an inconsistency, maybe I see things in the wrong light. In the first case, we receive new Canadians and we try to provide a status so that they will become as all other Canadians.

In the second case, with the identity card, the fingerprints, these people will be subjected for life to conditions which do not apply to all Canadians.

(English)

The Joint Chairman Mr. Klein: As I understand it, at a certain stage it would mean that the immigrants would be the only ones with a card and other Canadians would not have a card—and they would have this card even after they themselves become Canadians.

Mr. Enns: No, I accept that. Thank you, Mr. Sauvé. The only point I wanted to make is that perhaps—I believe it was Mr. Nasserden who referred to this earlier—by having immigrants avail themselves of existing policies for labour guarantees and the rest, they would, therefore, be easier assimilated into the full labour pool rather than being kept classified as immigrants any longer than they need to be. This is the contradiction I have noticed in the comments. I want to say I think there is value in having the immigrants avail themselves of existing services. It may be that these have to be bolstered so that immigrants can get the help they need, but I would rather see the Department of Manpower improve the services so that the immigrant can find help from these officers rather than have a separate immigrant office, so to speak, where they must go. I accept your explanation.

• (9:05 p.m.)

The other point that Mr. Pelletier already raised was the rather unrealistic expectation of having the employer provide not only lodg-

ing, but training, accommodation and retainment on the job. I wonder whether this is really realistic. It may be that in the mining area and in some other occupations there would be situations where you could provide homes and an intra-service training program for them but, by and large, you cannot have a contractor saying that he will rent them a house and that they must live there. This is not too realistic, is it?

(Translation)

Mr. Pepin: I believe, Sir, that there are means to reach this situation. With regard to guaranteed employment for a year, as I said previously, it is in a larger prospect, not applicable solely to immigrants. Let us always try, if we bring in immigrants, not to employ them only for fifteen days. This would be damaging, not only for the immigrant, but also for the whole of society.

Giving them proper lodging does not only apply to closed towns or mining towns. If you establish, for instance, a business at Quevillon Lake, in North-western Quebec, and if you import immigrants to work in the woods, try to give them suitable lodging. You must not tell them: "Because, in your country, you lived in insanitary housing conditions, you can accept to live in healthier conditions than you had at home, but less sanitary than what is generally known in this country." It is in this spirit that this recommendation is made.

(English)

Mr. Enns: Yes, but my quarrel is not so much with your argument that these services should be available and that these guarantees should be built in for the immigrant; it is rather on the onus you place on the employer. I am wondering whether assistance in this regard could not better be handled by wider counselling services, which you mention elsewhere in your brief, and then the immigrant could go to them and say that his boss wants to fire him but he does not understand his difficulty. Perhaps they would get more help and more skilled counselling from that service than they would from their employers, each doing it in their own way. I am taking issue with you on the emphasis.

(Translation)

Mr. Pepin: We place all the load on the back of the employer who would, in certain cases, ask for the importation of certain

skilled immigrants. But if it is not a specific request by one or more employers, the load, at that moment, cannot be borne by the one who asked for nothing. I mentioned, a while ago, a case which occurred about twenty years ago; maybe it is not repeated anymore. I believe that in some specialized industries, electronics, chemical or petrochemical industries, it happens that particular requests are made to the immigration service. I have no proof, but I believe that, sometimes, this is what happens. In these cases, the employers should be called on to undertake greater responsibilities. I think this would be good for them, and also for the whole of the country.

• (9:10 p.m.)
(English)

Mr. Nasserden: Mr. Chairman, on a supplementary, does your union, anywhere in the province of Quebec today, encourage a co-operative type of housing for members of your union?

(Translation)

Mr. Pepin: In many areas of the province, some housing co-operatives have been sponsored by the labour unions and we are very much in favour of housing co-operatives. We are not saying that it is easy to do. We even have one in Montreal; here at Saint-Leonard de Port-Maurice where a good co-operative was formed. Therefore, my answer is yes, but it is not easy to accomplish.

(English)

Mr. Nasserden: How are they working out?

(Translation)

Mr. Pepin: Some have succeeded, others have been in danger many times. I know of a few which went, not bankrupt, but nearly so, and these near bankruptcies did not seem to be fraudulent.

Senator Fournier (Madawaska-Restigouche): Mr. Chairman, many of my questions have already been answered. I think we could maybe mention that all the briefs submitted to us seem to make the same recommendations. Which means that we now know approximately where the sore points are. I have a question: Could you tell me how many immigrants there are in Quebec?

Mr. Pepin: I am sorry, Senator, but I have no statistics on the matter. I do not know if there are any. There probably are some, but I do not know.

Senator Fournier (Madawaska-Restigouche): Do you think that the greatest number of immigrants is in Montreal?

Mr. Pepin: I think so and, more particularly, in the construction industry, the same as in Toronto moreover.

Senator Fournier (Madawaska-Restigouche): I have a last question. Should not a difference be made between, for example, an immigrant wanting to work in Schefferville and another wanting to work in Montreal? Should the same conditions be required?

Mr. Pepin: Could you be more specific?

Senator Fournier (Madawaska-Restigouche): I take two points only for the sake of argument.

Mr. Pepin: But when you speak of conditions, can you be a little more specific as to what you have in mind?

Senator Fournier (Madawaska-Restigouche): Let us say that two people submit requests for admission to Canada. One wants to work in Schefferville, which is a mining town, the other is interested in working in Montreal. Are you going to require the same conditions of these two people?

Mr. Pepin: I do not think I can answer your question without knowing the skill of the worker who is coming. If there is some demand, a pressure of jobs, say in Schefferville, which requires largely unskilled manpower, they may be expanding the mines and needing workers with a good background but not two, three, four or five years of specialized training. In Montreal, you have a large number of people who have neither the qualifications nor the background required. Then, under these conditions, to answer your question, I think we might make this distinction and say: "We have jobs in Schefferville, Montreal people do not like to move," (not always, anyway, except to go to Ottawa). Then, I feel that, with this in mind, there might be some way to make certain special conditions

Senator Fournier (Madawaska-Restigouche): The reason I ask this question is that the mining industry has submitted a brief to us asking for almost 4,000 immigrants to work in the mines. And some recommendations were made, to the effect that we should reduce the requirements. Now, there are also some complications: is the immigrant going to stay and work in the mining industry, and so on?

Mr. Sauvé: I think there would be some official objections to that, Senator Fournier, because we have had the experience of mines closing down and creating social problems. We have had to teach these people new skills, and to use a modern educational term, retrain them. This becomes another burden for everyone. And unfortunately it happens that employers, particularly... in the mining industry today, have been slow in assuming their responsibilities on the social level. Personally, I am not surprised that the mines want unskilled manpower.

Senator Fournier (Madawaska-Restigouche): So you will naturally be opposed to their request?

Mr. Sauvé: Certainly. Particularly in the economic and technological context we have today. We have some serious problems, particularly, I think, in the province of Quebec, at the present time. We have a surplus of unskilled manpower today.

(English)

The Joint Chairman Mr. Klein: Mr. Nasserden has a supplementary.

Mr. Prud'homme: I just have one question.

Mr. Nasserden: I have a supplementary.

Mr. Prud'homme: I will tell you why I want to put a question now, Mr. Nasserden. I was speaking for Mr. Rochon at 9 o'clock. I just have one question. I was supposed to leave at 8.30.

(Translation)

There are several questions I could ask, but I will limit myself to just one.

As Quebecers and Montrealers, how, generally speaking, do the members of the C.N.T.U. or the C.N.T.U. itself in particular cases receive immigrants at the present time?

Mr. Pepin: I will try to answer your question with facts. As we mentioned, we used to have a reception service for immigrants at the congress level. We suspended this service over the course of the years, but the director is still working for the Confederation and does a great deal of work with immigrants; we have, in the Confederation, at least three or four people who are not of Canadian origin, and who work in Montreal; even more than that, because in the construction industry, we have some permanent union officials who are not of Canadian origin in

some cases, we print publications, circulars, not only in English and in French, but also in Greek, in Italian; I think we use seven languages at one time or another; we hold union assemblies sometimes in four languages, at Canadian Vickers, in hospital institutions. I do not say that we do everything we should do, but I think we attach a great deal of importance to those who arrive in our country and within our union ranks.

Mr. Prud'homme: My question was: how, generally speaking, are immigrants welcomed by your members, who are, I suppose, 98 per cent French speaking. This is to let us know what could be done to do a better job of welcoming and integrating immigrants into the Montreal or Quebec milieu, which is, of course a French-speaking milieu.

Mr. Pepin: It is possible to answer your question specifically? I doubt it. Let us say, when there is a period, not of total full employment, but say, of relatively full employment, immigrants are welcomed much more readily on construction jobs or elsewhere. Here I am not speaking of the union ranks. I am speaking of the welcome which one worker can give another worker who is not of Canadian origin. But if you have a fairly prolonged period of unemployment, I think a little bitterness does develop among the workers, who are afraid that the newcomers will take their jobs. I think that it would be difficult to answer your question any more specifically.

Mr. Prud'homme: Could the committee on political action—

Mr. Pepin: We will hear what you have to say on this subject the next time we meet.

Mr. Prud'homme: I would like to publish the whole of what I said when you came to see me.

Mr. Pepin: As much as possible, if we make any mistakes, sir, please let us know and we will correct them.

(English)

The Joint Chairman Mr. Klein: Mr. Nasserden, on a supplementary.

Mr. Nasserden: You referred to the fact that you would take objection to bringing in 4,000 miners because of the failures. My friend, Senator Pearson, has suggested to me that there are a lot of failures in business, too, in Montreal and Toronto. If we are going to take that attitude in regard to the situation

in our basic industries like mining, lumbering and so on, is the day not coming when we will not have those basic industries, then other industries in this country will suffer and we will have increasing unemployment rather than an expanding economy?

(Translation)

Mr. Sauvé: I would like to know how exactly you arrive at this conclusion, sir? I do not see your point of view quite clearly in this connection.

(English)

Mr. Nasserden: The mining companies that came before us said they could employ 4,000 people and, I believe, they indicated that it would bring in so much revenue I forget what the amount of the revenue was.

The Joint Chairman Mr. Klein: The increase in the national product, with the 4,000 miners, would be an increase of approximately \$260 million, of which 60 per cent is money earned from the United States, which would reduce our balance of payments by something over \$200 million.

Mr. Nasserden: They went further and indicated that they had already closed some mines because of the lack of labour.

The Joint Chairman Mr. Klein: They also said they would guarantee a contract for three years.

Mr. Nasserden: Yes, and they also provide training for their employees who come in, and I believe they help them, to some extent, with regard to their housing as well.

(Translation)

Mr. Sauvé: You realize, sir, that you are changing the nature of the discussion slightly when you insert different conditions which were not mentioned earlier. You open the door to discussions which are somewhat beyond the scope of the subject. If we had an economic policy in Canada and in the provinces, perhaps we would not need to do what the mining industries are asking. We have villages where almost 60 to 65 per cent of the population is now living on social security. These are unproductive investments, and perhaps we could make better use of them if we had manpower policies. I think that, in general, in Canada, a manpower policy is a novelty, and in some provinces, we are still at the stage of improvisation. Thus, I think that if we put our papers in order, we would perhaps have a policy which would be more

profitable for all Canadians. We could take the brief from the mining industry and make use of it, using the people who are now unemployed, if we want unskilled people. Because that is usually where we find them. The statistics which we have for the United States and which, unfortunately, do not exist for Canada, clearly prove that income level is proportional to education.

(English)

Mr. Nasserden: Are you trying to say that the government should have a policy to direct people who are on unemployment into the mines? We know that there are unemployed miners in some parts of the country who will not go to other parts of the country to work in the mines. Do you think direction is the answer?

(Translation)

Mr. Sauvé: This is true in all the provinces and not only in Québec. The fact that people do not like to move, to go some place else. We cannot deny this. However, if you look at northern Québec, five mines have been closed down nonetheless in two years. In northern Ontario, on the other hand, they need men for the mines and people from northern Québec are now moving to northern Ontario.

• (9:20 p.m.)

However, there are still some possibilities. There was a rather difficult case here at home: overnight two mines were amalgamated, and 600 people thrown out of work at the same time, people who could not find jobs elsewhere.

Thus, I feel that this is an urgent problem in industry today: we do not want to make manpower plans and we claim that it is not done and yet we have concrete examples of places where it is done. If this were being done, perhaps we would not have the problems which you raise, or which the mining industry raises.

Senator Fournier (Madawaska-Restigouche): I think that we see the two conclusions in what you are saying and what we have heard. This is what my friend wanted to mention. We do not want to start a debate.

Mr. Sauvé: Certainly with the mining industry we have some confusion—
(English)

Mr. Nasserden: This will be my final supplementary because I do not want to prolong the proceedings. Is there any pool of unemployed people in Quebec today who would be willing to work in those areas of the mines

where these 4,000 miners are required? I understand that this is underground work.

(Translation)

Mr. Sauvé: I must say that it is rather difficult to answer that question for we do not even have data on manpower in the Province of Québec. It is therefore almost impossible to give you an honest answer.

Mr. Laprise: Do you know whether the mining industries, who require about 4,000 men, publicize this fact sufficiently in mining areas such as mine to attract these people by informing them of what they can expect? Do you think mining industries make enough publicity in this respect?

Mr. Sauvé: I must admit that as far as we know it is rather inadequate. That is our opinion. The industries might very well think otherwise.

Mr. Régimbal: I have a supplementary question. We have been talking about mining industries but if I remember correctly the Department of Industry of Manitoba stressed the fact that they have the same problems regarding labour in the aluminum industry in Manitoba.

Mr. Sauvé: Nickel.

Mr. Régimbal: Nickel? I am sorry. And this does not involve underground work. I believe that there is a relocation problem that should seriously be considered.

Mr. Pepin: There is another problem. No manpower survey has ever seriously been made either throughout Canada or in the provinces.

Mr. Régimbal: Apparently, that province made special efforts: people were sent to recruit workers in all the provinces before going to Europe, as this was of utmost importance to them.

Mr. Sauvé: There may also be other factors: if there have been layoffs, if there is a sense of insecurity, if the working conditions are difficult, the news of course will spread. Let us say that there is, at times, unfavourable publicity. However, conditions vary in different areas of the country.

(English)

Mr. Nasserden: Of course, there is no unemployment problem in the province of Manitoba today. There is a very acute short-

age of not only miners but in other categories as well. The same is true in the provinces of Saskatchewan and Alberta.

The Joint Chairman Mr. Klein: Senator Fournier, are you finished?

Senator Fournier: Yes, I am. Thank you very much.

(Translation)

Mr. Laprise: Several of my questions have been answered, but I would like to have further information. In the last paragraph on page 9, you state that:

If the role of the Department is confined to supplying information or training counselors, then this policy is inadequate.

Could you elaborate on your views in this matter?

Mr. Pepin: We believe that providing immigrants with information in their own language is not enough. We would like to go one step further, and give them some information about our country, what it has to offer, its biethnic character among other things, explain the character, the housing situation, the way of life—

Mr. Laprise: The climate.

Mr. Pepin: In this regard, we believe that written information is not enough: we could do more so that the immigrants would know exactly what to expect when they land in their new country of adoption.

Mr. Sauvé: Mention seasonal activities in industry, etc., so that they may be well informed.

Mr. Pepin: For example, if there is a lot of unemployment in the country and an immigrant with few professional qualifications is accepted, it would be better to tell him that although things are going well in the country, there are many unemployed at the present time.

• (9:25 p.m.)

Mr. Régimbal: We would appreciate it if you would answer a question which has already been put to you.

On the first page of your brief, you mention New Canadians. For how long are immigrants considered New Canadians?

Mr. Pepin: You could get this information from someone in your own party.

Mr. Régimbal: On page 7, you comment on "selection", but do you not consider that it is up to the country involved to protect itself by imposing necessary restrictions, for it is very difficult to prevent a country from not trying to attract the immigrants it needs from a particular country. This would not conform with the internal policies of the country involved.

Mr. Pepin: You must look at the problem this way. Large sums of money will be spent and rightly so, to assist developing countries, train more engineers, more competent people, etc. This will represent an investment of millions of dollars. We are not against this, on the contrary we are in favour. However, while giving with one hand, we tell people trained with our money or someone else's: "Come to our country, we will accept you." You know, there is the same problem between Canada and the United States. A good many of our researchers, those who make basic researches, are inclined to leave for the United States. This creates many problems but they are not as serious here as they are in some emerging countries. That is the problem I refer to in that paragraph.

Mr. Régimbal: It is very difficult to see how this trend can be stopped.

Mr. Pepin: It is also a matter of choice by the individual concerned.

Mr. Régimbal: On page 7, you also stated: "They will be given assistance, guidance, advice and offered employment, but it does not specify that immigrants will be guaranteed employment." What guarantees do you have in mind?

Mr. Pepin: They are related to what I have said earlier: if there is a labour policy, we hope there will also be a related economic policy. We would then be in a position to assure all future immigrants that they would not be out of work and we could, to a certain extent, guarantee employment. This does not mean that they would be relieved of the responsibility of finding other jobs themselves should their employer go out of business, for instance. But, they should at least have some guarantee of making a decent living during their period of adaptation in their new country. It is with this in mind that we make this recommendation.

Mr. Régimbal: I presume that your requirements concerning employers who hire immigrants apply only in cases where the employer does his own recruiting?

Mr. Pepin: When he makes formal applications to the Department of Immigration.

Mr. Régimbal: To guarantee employment involves two factors: how would you deal with the matter of seniority as far as contracts with the other employees are concerned?

Mr. Pepin: Seniority clauses would not be waived to ensure the one-year guarantee. But we presume that the employer who makes such an application will make an estimation of his labour force. Labour force estimation is a new concept in this country and, I suspect, in many countries. Therefore, according to certain studies, undertaken even by the Canadian Economic Council, it is possible to estimate the manpower required for a given number of years. Apparently, it is possible, in many industries, to estimate for a period of five years perhaps not the exact number but the type of skilled workers who will be required and the approximate number of men and women who will be employed.

Mr. Régimbal: If this method were to be used extensively, would it not lead to the establishment of company towns, especially in remote areas?

Mr. Pepin: I hope not. I do not think so. The fact that an employer in Montreal brings back an immigrant or applies to the Immigration Department to bring someone over, does not mean that Montreal would become a company town, but he would have to submit to the same—

Mr. Régimbal: When we speak of unskilled labour, it usually refers to remote areas.

Mr. Pepin: There is a large number of construction workers in large centers. You may get a different answer.

(English)

Mr. Nasserden: You can project the demand for an industry fairly accurately but it is a much more difficult thing to project the demand for a particular firm. When you bring it down to an employer, which is what you are doing, although they may be able to estimate what their needs are going to be, when it comes right down to it there are elements sometimes which enter into it over which they have no control or did not foresee. They might have to lay off or close down or something. I think that when you said you can project for the industry, that is right, but when you bring it down to an employer him-

self, and place that responsibility on him, it is going to be very difficult.

(Translation)

Mr. Pepin: I think I would answer in the affirmative, but with some reservations. It is possible for large firms to make estimations, and in some instances even the number of orders can be estimated. In the aircraft industry, for example, this can be done for several years ahead. In public services, for instance, an estimation can even be made for each unit, because there is a certainty that the service will have to be supplied to the people. In marginal industries, such as the shoe industry for instance, it is much easier to make an estimation for the shoe industry than for a unit. Therefore, I answer your question in the affirmative, but with some reservations.

Mr. Régimbal: You mentioned mining industries. We have been informed recently by a mining company that part of its plant will be closed down in 1981 and that certain operations would cease in 1973. I therefore believe that this can work in certain industries, but not in all of them. In those cases, a margin of error is preferable to no estimation at all.

(English)

Mr. Nasserden: My only comment is that it would be well worthwhile to put people to work for a five year period, if that is what it involves, because many of the European countries today are taking them on the basis of two years alone, knowing that they are going to leave at the end of two years.

(Translation)

Mr. Régimbal: On page 9, you refer to an interesting problem, namely the population distribution. I concur completely with the last sentence:

...we believe that immigration offices should make it a point to explain the biethnic character of our country to future citizens of Canada.

However, I wonder if the Government should assume the heavy responsibility which this distribution would involve, as these people are not concerned with speaking either French or English. All they want is a job, to make a living and improve their lot. It would be extremely delicate for the Government to tell someone: "You have to speak French" or to oblige that person to make a choice. This is a situation which immigrants would not have to face anywhere else but in Canada, because of the biethnic character of the country.

I think these people should be greeted by various national organizations. The imbalance in population distribution cannot be attributed to the nature of the immigrants themselves, because very often their culture is quite similar to the French culture. I am thinking here of Polish immigrants, for instance. They have assimilated themselves with the English-speaking element even though, because of their culture, they would have been predisposed to integrate with the French group. This should not be determined by the Government.

(English)

Senator Pearson: Mr. Chairman, I would like to ask the witness, referring to their recommendation No. 3, what the opinion of the C.N.T.U. is in respect the ethnological requirements of our country?

(Translation)

Mr. Pepin: There we have two problems in one: there are the efforts which have to be made in other countries to encourage immigrants; and the second problem is that immigrants arriving in this country have to make a choice between either the English or the French sector. That is their concern and their right. However, since the country comprises two main ethnic groups, the Government has the responsibility for giving the immigrants complete freedom in this respect. If we steer them more often towards the English than towards the French side, I think that the citizens of this country will feel most unhappy about this situation. I am of the impression that the Central Government should make a balanced effort in this respect to attract immigrants who, of course, will be either English or French-speaking, but no discrimination should be made in the immigrants' country of origin. I share the opinion expressed in the White Paper, to wit: that the provinces all the same have a great responsibility. If there is a genuine need of immigrants in, say, a province which we might call Québec, the provincial government should also make some effort. But, as I explained a little while ago, that is not its sole responsibility in this field. I do not know whether I am answering your question satisfactorily.

Mr. Sauvé: Reference has also been made, quite specifically, to a journey to France made by the Minister. In this connection we were told that sometimes funds were available in France, but that there were not staff, or else that staff were available, but no office.

Mr. Régimbal: Might this not be the result of past experiences when recruitment in France was almost nil because people did not want to move away from home?

Mr. Sauvé: It was not solely because they did not want to move away from home. If you had seen the offices in Paris and London! I believe that there were quite considerable differences between our immigration offices.

Mr. Régimbal: Was it not mainly because the English citizens were more inclined to leave home than the French?

Mr. Sauvé: If immigration was made a little easier for French people, perhaps we would have as many again or, in any case, a greater number of French immigrants than we have at the present time.

Mr. Régimbal: Do you believe that we have not made sufficient efforts?

Mr. Sauvé: As I said, there were funds available sometimes, but no staff there to provide the necessary services, or else they were housed in dreadful offices.

Mr. Régimbal: It is a difficult situation which is not easily rectified. For instance, there are private groups in Toronto which run reception centres, accustom people to the new way of living, and give them an opportunity to confirm what they understood or did not fully understand in their country.

Mr. Sauvé: There are some provinces which make valuable and praiseworthy efforts?

Mr. Régimbal: Especially in the private sectors. I wonder if you, as an organization, have already made any efforts in this direction?

Mr. Pepin: The only effort we have made on a very systematic basis is the establishment of a reception service for immigrants.

Mr. Régimbal: A point was raised this afternoon on which I should like to have your comments. Do you have any proof of conditions of slavery and discrimination being imposed upon immigrants either by private groups or individuals? Have you any suggestions to make in this connection?

Mr. Pepin: Frankly, I find your questions most interesting and, with your permission, we shall ask our Service to make investigations and, if necessary, we shall refer any further information we may obtain to members of the Committee. We had not examined

this aspect of the problem which I, like you, find most important. We have some indications that the facts are correct, in part, in the case of certain industries. With your permission, Mr. Chairman, we shall take the liberty of completing our investigations and of sending you an addendum to our brief.

(English)

Mr. Nasserden: Mr. Chairman, after having asked so many questions that perhaps may have seemed to attack the brief in a way, I have one further question. He mentioned the Immigrant Aid Society that the union has. Could he elaborate on this, tell us what it is, the extent of its work and so on.

Mr. Pepin: Would you repeat that, please?

Mr. Nasserden: I was asking you to elaborate on the work of the Immigrant Aid Society.

(Translation)

Mr. Pepin: I will not confine myself solely to your question. The significance of recommendation No. 3 is that a survey of actual needs be made, not only from the industrial or demographic point of view, etc., but also from the ethnic point of view. First and foremost, we want people to know what the present resources of the country comprise, and we want this information to be made known to this country. When we add the words "ethnic needs of the country...", they have some connection with what I was explaining, or trying to explain earlier to Mr. Régimbal; i.e., this is when the country should make proportionately equal efforts to protect the country's two ethnic groups. That is all I have to add on this subject.

Mr. Haidasz: Should Canada's other ethnic groups be protected also, or not?

Mr. Pepin: You raise the problem which, although not settled, was mentioned in the first report of the Laurendeau-Dunton Commission. The members of the Commission experienced some difficulty in ascertaining whether there were one, two, or fourteen majority groups in the country. We believe, perhaps wrongly, that the country is, at the present time, composed of two large ethnic groups—the Anglo-Saxon and the French-Canadian groups. There are people who come from other countries also, people whom we are not casting aside, but let us grant that such is the true composition of our country at the present time. There are, I believe, about

20 million Canadians and of them approximately 14 or 15 million are not of Anglo-Saxon origin. They are what I shall term English-speaking, but not of Anglo-Saxon origin. There are other groups, including 5 or 6 million of French origin. That is a fact.

Mr. Pelletier: I have a supplementary question, Mr. Chairman. Would the debate not be remarkably simplified if we avoided the term "ethnic" and spoke of cultural affiliations?

Mr. Pepin: You are right. I acknowledge your linguistic ability.

The Joint Chairman Mr. Klein: Are there any other questions?

(English)

Mr. Nasserden: Why did it lapse in the period since? Was it because the people did not use it?

(Translation)

Mr. Pepin: As we said before, this Service no longer exists, even if leaders were available. This Service was created—and this moreover provided the basis for our advertising—for the sole purpose of enabling workers newly arrived in this country to meet those in charge of this Service and for these people to help the immigrants to find employment. It was mainly intended to provide them with social services, to try to find employment for them, or to direct them to government services capable of meeting some of their needs. This was how our Service was organized in the past.

Mr. Sauvé: It was, as a matter of fact, during prolonged periods of unemployment that it proved most useful. In 1957, 1958 and 1959 it was extremely useful.

(English)

Mr. Nasserden: Are there more today than there were in 1957 and 1958?

(Translation)

Mr. Pepin: A few financial reasons were taken into consideration also when this Service was abandoned. However, we have tried all the same to maintain some form of reception service for immigrants but on a less systematic basis than at that time. Every organization is subject to changing circumstances; it has its ups and downs. In the past, we considered it more useful to employ elsewhere, in other spheres of activity, people who were in charge of the Reception Service.

Mr. Sauvé: And we have also created other services which, we hope, meet the requirements of the immigrant.

(English)

Mr. Nasserden: I think, too, Mr. Chairman, it would be well if they would put on record before they leave the actual industries that they represent, so that we will have an idea.

(Translation)

Mr. Pepin: I can say that we have representatives in almost all the industrial sectors. We represent almost 215,000 members. Almost 45 per cent of us hold public office or are in the public services, and the remainder are in industry—in all the basic industries, commerce, finance, some insurance companies and even in the CBC—I believe, at the present time. In closing, Mr. Chairman, we can list for you the places where we have representatives, but I would have you know that in this respect, certain people feel that we have representatives in too many places.

The Joint Chairman Mr. Klein: Thank you.

Mr. Pepin: It is I who have to thank you, Mr. Chairman.

(English)

The Joint Chairman Mr. Klein: Gentlemen, I presume it is the pleasure of the Committee to attach this brief to the minutes of today's proceedings?

Some hon. Members: Agreed.

The Joint Chairman Mr. Klein: There has been a request from the Polish Engineers to appear before this Committee in Ottawa on

Monday. I would like to know whether this Committee is able to meet on Monday in Ottawa, sometime in the afternoon.

Some hon. Members: That is fine.

The Joint Chairman Mr. Klein: Or, perhaps, in the evening.

Mr. Nasserden: The afternoon is fine.

Senator Fournier (Madawaska-Restigouche): Try and make it in the evening.

The Joint Chairman Mr. Klein: In Ottawa on Monday evening? We will notify the office accordingly.

We will now adjourn until 9.30 tomorrow morning.

Mr. Régimbal: You were supposed to speak tonight about Expo.

The Joint Chairman Mr. Klein: It would seem that the trip to Expo will have to be postponed to another time because we will be busy all day tomorrow and Expo must be visited during the day time. We had endeavoured to arrange for a visit to Expo on Friday afternoon, but because there is a hearing set with a group for Friday afternoon, which could not be changed, we will not have enough time to go through Expo. I understand there was an announcement today on the radio that members of parliament will be invited to tour Expo the day before it opens officially.

If there are no more questions we will adjourn until 9.30 tomorrow morning. Thank you, gentlemen.

APPENDIX I

(Translation)

Some reflections on the problems of immigration in Canada in the light of the White Paper.

Members of the Committee

The Executive of the Quebec-Near-East Friendship Club is grateful for your kindly inviting it to offer its comments on the immigration policy of the Canadian Government. Therefore, rather than present a memorandum, we offer for your consideration some reflections which deal particularly with certain aspects of immigration policy and practices concerning more especially the immigrants from the Near-East.

The Quebec-Near-East Friendship Club, which was created a year ago, consists of a hundred active members more or less equally divided between Quebec citizens and immigrants from the Near-East living in the Montreal region. It is endeavouring to develop between them bonds of friendship and better, mutual knowledge of the Oriental and French-Canadian civilisations.

— I —

The Club Executive would first of all like to call the attention of members of the parliamentary committee to the importance which the flow of immigration from the Near-East may assume and which, moreover, it already has assumed, and to the interest it holds for Canada, particularly for Quebec.

This flow has widened considerably during recent years, especially from Egypt (or the United Arab Republic), because of the particular conditions prevailing in that country. Several thousand Egyptian nationals have thus arrived in Canada, the majority of whom have settled in the Montreal region. At the same time, the flow from Lebanon was also expanding. Now, this immigration from the Near-East (to confine ourselves to these two countries, although others might be considered, Syria for example) is of an intellectual, moral, and technical quality, which certainly makes it a valuable asset for the country receiving the immigrants. As a matter of fact, most of the immigrants belong to various liberal professions (engineers, doctors, lawyers, accountants, architects, dentists, journalists, etc.), to the teaching profession, the administrative field or the business world; they

are also employees of middle and higher levels and office workers. The majority of them have at least a school certificate and a large proportion of them hold university degrees.

While the emigration movement from the Near-East to Canada has been of relative importance in recent years, it could yet be much more so. Thousands of actual or potential applicants in Lebanon and Syria, and tens of thousands in Egypt, would like to follow in the footsteps of those of their compatriots who are already on Canadian soil. The officers of the Immigration Department in Cairo and Vienna can confirm the extent of the phenomenon.

— II —

May we be permitted to call your attention to an important factor? This group of potential immigrants represents one of the main "sources" of French-speaking immigrants for Canada. And the White Paper specifically notes the dangerous imbalance which immigration has produced between English-speaking and French-speaking people in Canada; and it adds that the Government intends to make every effort to diminish, if not to correct, this imbalance.

For many historical and cultural reasons, French has been one of the predominant languages throughout the Near-East for almost two centuries and still maintains its importance there. It is either the mother tongue or the second language, the language of culture and of international relations for hundreds of thousands of people from the Near-East, and frequently it is the language in which they work. Also, in these regions, use of the French language generally coincides with adherence to the Christian faith. Therefore it is easy to see what interest this vast potential immigration from the Near-East can hold for Canada, especially from the cultural and spiritual standpoint (as from the intellectual and technical standpoint). It meets the basic requirements of the Canadian immigration policy and some of the resolutions formulated in the White Paper.

— III —

Use should also be made of the means necessary for facilitating the arrival of these possible immigrants or, at least, for not impeding it. The parliamentary committee will probably allow us to give frank expression to our opinions on this matter.

Amongst the conditions required for a dynamic and profitable Canadian immigration policy in the Near-East, there are two in particular which strike us as being essential. The first would be the earliest possible opening of an Immigration Department agency or office in Beirut (an office with jurisdiction over the various countries in the region) and to make greater use of the existing office in Cairo. At the present time, Lebanese applicants for emigration to Canada come under the Vienna office, and this situation gives rise to excessive slowness in the processing of cases and to numerous practical difficulties. The actual and potential importance of Lebanon as an "immigration reservoir" seems to us to make the establishment of a permanent office in Beirut itself fully justifiable. In the case of Cairo, we feel certain that expansion in the services of the existing office will also meet an acute need, for there too, excellent elements could be found by the thousands. We might add that in each of these offices, it would be absolutely essential to have a Canadian doctor assigned to the staff or else that the Canadian representatives choose to give medical examinations to the applicants, one or more doctors from the country concerned whose diagnosis would be clearly and indisputedly recognized. This would permit the abolition of a distressing and painful procedure by which the immigrant from the Near-East is compelled to submit to a further medical examination immediately upon his arrival on Canadian soil, whereas immigrants arriving from most other regions are exempt from it.

While this first condition (the establishment of an office in Beirut and the expansion of the office in Cairo) is necessary, it is not in itself sufficient. There is another condition of equal importance: that immigration officials in this country either be French-speaking or at least have a perfect knowledge of French. We have to point out, regretfully, that this was not always the case—far from it—(for example) there were three English-speaking office chiefs in succession). This situation has often been a source of surprise to the immigration applicants from the Near-East, not to mention the difficulties of communication to which it has given rise. To the intimate knowledge of French must naturally be added an active sympathy with people from the Near-East and a concern for encouraging their emigration to Canada. May we also hope, most fer-

vently, that the various Canadian immigration offices or agencies be supplied with an abundance of literature (brochures, folders, magazines) which will be as readily available in French as in English.

We cannot suppress the uneasiness instilled in us by the long list of refusals of applications from the Near-East and which are almost always prejudicial to French-speaking, Christian applicants—especially in Egypt. This leads us to wonder about the extent of the decision-making power granted to the officials in offices abroad in the matter of interpretation of regulations and evaluation of applications. Faced with the frequent similarity between some cases which receive favourable replies and other which are rejected, we wonder how strict the standards really are.

Finally, we feel that precise reasons should be given, in writing, for every refusal instead of sending the applicant a negative reply which contains no explanation. The very prestige of Canada abroad and the dignity of the individual seem to us to demand this.

In order to facilitate the arrival of immigrants from the Near-East, it strikes us as being equally necessary that the notion of collective "sponsorship", or sponsorship by groups or associations, as far as it is maintained, to extended to all ethnic or religious groups which may claim its benefits. If the Government feels it should continue this practice (to judge from the White Paper, it is seemingly not to be abolished), which is undeniably to the advantage of immigration applicants unable to find "sponsors" already living in this country, there would then be a reason for not restricting the benefit to certain organizations but for granting it officially to all who meet certain standards and satisfy certain requirements.

— IV —

The application of certain measures of another kind would facilitate immigration and ensure the immigrant of a better welcome whilst at the same time officially recognizing the vocations and characteristics that Canada demands. We feel that reception services at the various points of entry should be more effective and more functional and that they should be able to welcome any immigrant in the two official languages of Canada, and in a few others if possible. We feel that we should point out in this respect that some of the documents distributed to immigrants

on their arrival, especially the most important one: the identity card, are worded in English alone. At all events, this was the case with identity cards until quite recently, and perhaps it is still the same. Furthermore, this important document takes the form of a simple piece of printed paper whilst the prestige of the welcoming country would presuppose that the appearance of the document should correspond better to its symbolism and to the splendour of Canada. We can never place enough emphasis on the importance of the immigrant's first impressions, particularly as regards official services. It is in this spirit also that we feel we should call for the elimination of all needlessly vexatious and discriminatory measures. Why, for instance, have the immigrants submit to a second medical examination on their arrival at the port and airport? Also, why make a new arrival feel that, even armed with an official immigration visa from the official Canadian services abroad, his actual entry into this country is not at all certain and still depends on the ultimate sanction or the "super-visa" which the service official may or may not grant him at the point of entry? Such action denies in practice the "visa-like" nature of the document which the Canadian services abroad gave him after a detailed investigation, it makes of this first "visa" a mere authorization to travel to the Canadian port of entry, the real visa only being handed over after the immigrant has arrived. This situation is both illogical and liable to cause needless anxiety to the new arrival.

Finally, we deem it necessary for the future immigrant, in the weeks (or months) preceding his departure from his native land or home country to have easy access to extensive information on Canada in French as well as in English, and for him to find on his arrival a supply of leaflets, documents, and folders of all kinds also printed in the two official languages of the country. This information should also be in plentiful supply in offices such as those in the Near-East; it should also be varied and should be presented to the immigrant as soon as he has received his visa.

As far as we are concerned, such are the main problems which we wish to bring to your attention and the principal measures we venture to suggest, either with regard to immigrants in general or more particularly to those from the Near-East.

— V —

To sum up the Executive of the Quebec-Near-East Friendship Club earnestly desires:

(1) the establishment at a very early date of a permanent office of the Canadian Immigration Department in Beirut and an early and considerable expansion of the already-existing office in Cairo, these two offices to have Canadian doctors on their staffs or to be authorized to call on certain doctors from the country concerned whose diagnosis will be recognized;

(2) a judicious selection of officials for these two offices, which implies in particular; a) that from the start, they wish to encourage immigration from the Near-East to the full extent allowed by Canadian law and departmental regulations; b) that they be French-speaking or at least have a perfect knowledge of French;

(3) the application of an "open door" policy for applicants from the Near-East wishing to emigrate to Canada, considering that they represent an excellent community and that their coming may correct to a relative extent the enormous imbalance between English-speaking and French-speaking immigrants;

(4) that all immigration officials be obliged to inform each rejected candidate in writing and with courtesy of the precise reasons for refusing his request (except perhaps in cases involving the security of the country or concerning the morality of the applicant), whether this refusal is provisional or final;

(5) the extension of the formula of "collective sponsorship"—if it is maintained—to include all ethnic, religious, and cultural groups in Canada which meet certain requirements determined by the Immigration Department;

(6) perfect knowledge of at least the two official languages of the country by the officials with whom the immigrants are in contact at the time of, and in the days immediately following their arrival and this everywhere in Canada, particularly at the airports and ports;

(7) the abolition for immigrants from the Near-East (and for other immigrants who may be subject to them) of **discriminatory and vexatious measures** and, in particular, abolition of the "second medical examination" required on arrival;

(8) the final approval of the immigration visa by the competent Canadian official in the accepted applicant's native country or region, so that it will not be necessary to issue a sort

of "super-visa" on arrival;

(9) a careful examination, by the competent services of the Department, of all the items of information and all the documents made available to the immigrant or handed to him, and particularly the examination of the provisory identity card, with a dual concern for the bilingual character of such items and documents and for the quality of their outward appearance;

(10) the extension to immigrants from the Near-East of the benefit of the governmental system of transport on credit or the "paid passage" system, according to the practice followed in the case of classes of immigrants who already enjoy this benefit;

(11) a close coordination between the Federal Immigration Department and the Immigration Departments or Services of those provincial governments who have such services, especially as regards recruiting immigrants and granting visas to immigrants recruited by provincial services, which seems to us to be of particular importance in the case of Quebec.

(12) finally, a definite increase in the information available to applicants for emigration in the Immigration Department's offices abroad, this information to be easily accessi-

ble both in French and English, regardless of whether they are official documents, brochures, periodicals or newspapers.

Conclusion

Gentlemen, the executive of the Quebec Near-East Friendship Club thanks you for looking into its comments and recommendations. Its wish is that, in conjunction with other measures, those which it advocates may ensure a significant and satisfying increase in immigration from the Near-East to Canada.

For the Executive

Joint Presidents:

Mgr. Georges Coriaty B.S.

Mgr. Georges Coriaty

Mr. Jean-Marc Léger

Members;

Mrs. H. Ohan

Miss Juliette Barcelo

Mr. Henri Arcache

Mr. Tigrane Gabriel

Mr. René Gauthier

Mr. Antoine Jammal

Mr. Kayem

Mr. André Luchaire

Mr. George Assal

APPENDIX J

(Text.)

RESEARCH BRIEF ON THE CANADIAN
GOVERNMENT WHITE PAPER ON
IMMIGRATION

PREAMBLE

The Western Unity Research Institute is concerned that the ethnic and cultural composition of Canada will be preserved and strengthened today and in the future. As immigration is a prime determinant of a country's national character, this Institute is concerned with the sources and qualifications of immigrants. For these reasons we hope to expand upon rather than criticize the White Paper on Immigration, and to contribute some positive suggestions derived from careful research by our Institute. It is to be hoped that the government will embody some of these contributions in their future immigration policy.

INTRODUCTION

It is the purpose of this research brief to illustrate the potential pitfalls of the White Paper through examination of the following conditions, which must be considered in any responsible immigration policy:

1. Economic Implications
2. Technical Adaptability
3. Cultural Assimilation

In particular, we hope to make evident our desire for the encouragement of immigration from lands which possess a common social heritage. This is the one vital factor which fails to be adequately stressed in the White Paper. This careless attitude is exemplified on page 6, par. 6 where it is directly implied that no special consideration is to be given to immigrants who in the past have developed Canada from a veritable wilderness to a space age nation—*whereas*, immigrants from alien social backgrounds and culturally deprived regions of the world, namely Africa and Asia, are being encouraged and sought after with greater enthusiasm by the present government. This has been reflected in drastically increased Afro-Asian immigration in the past few years, and apparently this unrealistic policy is meant to be applied with even more

determination in the years to come. We feel that the experiences of other Western nations, notably the United States and Great Britain, after similar experimentation with Afro-Asian immigration should dramatically illustrate the impossibility of assimilating culturally and racially alien peoples (e.g. the ever mounting incidence of race riots as typified by those of Nottingham, Rochester, Los Angeles, and Harlem).

It is our heartfelt principle that the people who comprises 96% of our Canadian population and who have built Canada from the wilderness must be strengthened through responsible immigration policies which stress emphasis on encouraging culturally assimilable peoples and nationalities to immigrate. Of a necessity this would preclude Afro-Asian immigration and would emphasize immigration from the densely populated and overdeveloped nations of Europe.

ECONOMIC IMPLICATIONS

The economics of immigration must not be denied as an important factor. However, subjective economic demands must not be mutually exclusive of objective national and cultural goals. Thus, economics must be regarded *not* as a prime consideration, but as a functional consideration.

With this in mind, we must consider what nations are in a position to supply qualified immigrants. There is only one answer: the nations of Europe are the only ones with well trained individuals to any great degree. Besides this there is another key factor illustrated in our Chart No. 1, which is the high population density of European nations in contrast to Afro-Asian nations.

As Europe is the most densely populated region in the world and possesses the largest number of trained individuals, this should motivate our immigration policy to a large degree.

Asia and Africa and South America which appear to be densely populated, actually present a false image because their population is concentrated along narrow coastal plains and major inland waterways. Vast inland regions are potentially fertile but fail to be developed because of the critical economic dilemma which these nations find themselves in. Considering that Canada only accepts the rare technician and university-educated native

from these countrys a more serious dilemma is posed, for these underdeveloped countries can not afford, by any stretch of the imagination, to have its intellectual and technical elite drawn away. If we continue this policy we must only appear as hypocrites in the eyes of such nations as India, for we profess to help her with Colombo plans and aid schemes yet we deprive her of the people which she most desperately needs is she is to survive economically in the future.

Returning to our Chart No. 1, it should be stressed once again that the wide difference in population density between representative European and Afro-Asian nations can be exemplified by the Belgian Congo which has 15 people per square mile and Belgium which has 769 people per square mile.

Perhaps the most salient argument for the reduction of Afro-Asian immigration in order to preserve these nations' intellectual elite can also be given an example. The Belgian Congo faced a perilous situation upon reaching independence in 1961 as it had only one university graduate. This sole university graduate would have been one of the few candidates qualified for Canadian immigrant status. If this Congolese had been attracted by the more affluent society of Canada, we would have been morally responsible for depriving this nation of one of its few highly educated individuals.

A recent social study on the ethnic breakdown of Canadian immigration and their reaction to the Canadian environment has revealed that Afro-Asian and West Indian immigrants per capita and as a group have below average earning power. This is another example which stresses the economic advantages of maintaining and strenghtening our European immigration vis-a-vis Afro-Asian immigration.

Since Europeans and Americans in social background, education, and technical training are on a much higher level than the Afro-Asian immigrant, they are in a position to make proportionately more valuable contributions to Canadian society.

TECHNICAL ADAPTABILITY

By encouraging immigrants from underdeveloped nations we are draining the highest qualified people who are desperately needed in their own native homelands. Because of Canada's need for highly qualified immigrants it is this scarce elite of trained people which we accept. This type of immigration is not only a disruption of the social fabric of

Canada from a sociological standpoint, but it is also a grave dis-service to these young nations from the economic and technical viewpoint. Because of the overwhelming population in Europe and the number of qualified people there from the technical level, we maintain that Europe has proved to be in the past and still remains the sole area in the world with sufficient technically trained and adaptable people. For this reason immigration is not only desirable but natural.

CULTURAL ASSIMIBILITY

Without a doubt cultural assimilability is restricted to immigrants from European nations. But there is a more dramatic reason for re-emphasizing European immigration and that is density of continental population.

Chart No. 2 illustrates this point. As can be seen, Europe is by far the most densely populated continent. The fictitious referrals to the teeming millions in Afro-Asia is a purely emotive term which implies a sinister misrepresentation of facts.

Ch. 9 of the White Paper refers to the sentiment of some individuals who are attracted to quantity vis-a-vis quality theory of immigration as they feel that Canada's large undeveloped regions should be settled by Afro-Asians, regardless of their skills or cultural affinity. As can be seen from our charts this emotion is unrealistic because Africa and Asia are much less in need of population expansion than is Europe. Thus, if any quantitative immigration policy is to be considered now or in the future we recommend that it be European, as it is only natural from historical, geographical, and cultural bases. Let us contrast Europe, constricted by her narrow continent, with China. China has a massive unpopulated interior, and her northern regions such as Manchuria, Mongolia, Sinkiang, and Siberia represent *natural* expansion areas which would enable settling of vast, empty, and fertile northern spaces.

In contrast to this, the irresponsible concept of uprooting and transplanting Asians, across 8,000 miles of ocean, to an alien environment when these people would have been able to adapt more easily in their ancestral homelands of Asia, is a criminal hypothesis. What is worse, Asians would prepresent a culturally unassimilable ethnic minority in Canada which would not be conducive to the maintenance and strengthening of Canadian national identity, which the White Paper purports to uphold. Thus it is our evaluated

judgement that Afro-Asian immigration is undesirable from the standpoint of both Canada and the Afro-Asian nations. It can be reasoned that government policy cannot attempt to strengthen Canadian national identity and at the same time encourage a great influx of socially, economically, and culturally unassimilable people.

Any responsibility for absorbing excess Asian population lies not on the shoulders of Canada, but upon the Soviet Union whose sparsely settled Eastern provinces, and in particular the sub-continent of Siberia, provide a natural homeland for Asian migration. China formerly possessed 1 mil. sq. miles of this territory and is entitled to it historically. Chart No. 3 illustrates this proper population distribution in Asia. There is no moral responsibility, no ethical justification, and much less any economic sense for the West, and in particular Canada, to absorb excess Asian population.

CONCLUSION

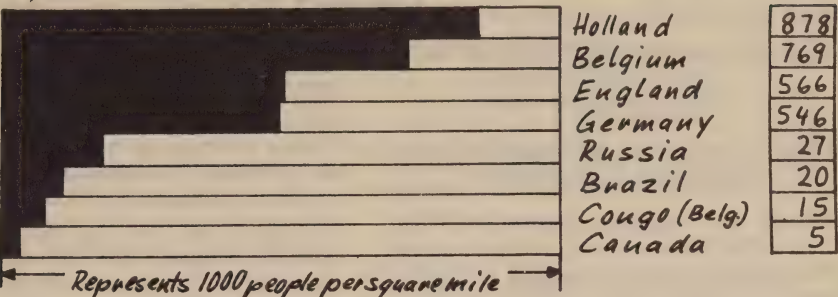
. After reviewing these several aspects of immigration policy, namely that of an economic, technical, and cultural nature we have come to this conclusion which may serve as a suggestion to immigration policy:

- (a) That the government re-examine its policy of encouraging an influx of Afro-Asians and other culturally unassimilable groups for two primary reasons:
 - (i) It is detrimental to the development of these underdeveloped nations
 - (ii) it is detrimental to the social character of Canada.

The Institute thanks this committee for hearing its suggestions and hopes that they will prove of value in determining future Canadian Immigration Policy.

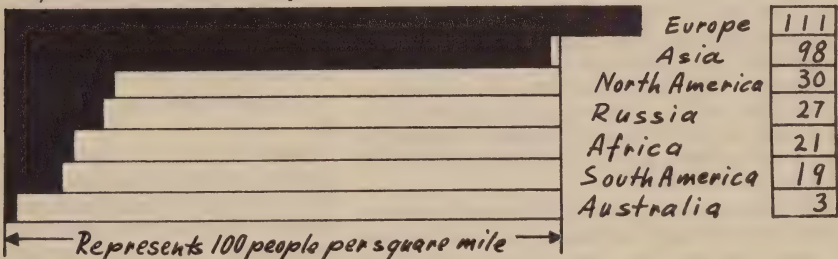
Population density in various Nations!

Chart # 1



Population density in the various continents!

Chart # 2



Logical and natural pattern for permanently settling the excess population of Asia, Europe and Central America!

Chart # 3.a.



3.b.



APPENDIX K

Comments, Annotations, Deletions and Additions—RE: *White Paper on Immigration*

The Honourable Jean Marchand, Minister of Manpower & Immigration

October, 1966

This paper is being presented at the Public Hearings (Toronto) to the Special Joint Committee on Immigration held on Thursday, February 16 th, 1967 in the Committee Room, New City Hall, Toronto.

The purpose of this paper is to assist the committee and the Honourable Minister of Manpower and Immigration in presenting Parliament with a wider, practical view of the situation and needs of present citizens or others in regards to the policies and legislation on immigration.

This paper is the fruit of personal research, interviews and practical experience in the field of immigration by the writer, Reverend Fredrick M. Perna, St. Helen's Church, 1680 Dundas Street West, Toronto 3, Ontario. It should include many names and addresses. However, lack of time prevents securing this information.

COMMENTS

Page 5 Paragraph 4—too realistic as realized on Page 6 No. 6

Page 8 No. 11—are there many unskilled immigrants of recent years unemployed or unemployable? In our section of the city, only construction workers are unemployed seasonally.

Page 10 No. 15—The Federal and/or Provincial government should be the Licensor of all skilled workers. They should consult Trade Unions and other Trade schools in setting up standards and tests. Proper schools should be instituted by government which could help overcome the language barrier of many skilled men of other ethnic origins.

Page 12 No. 24—Too arbitrary and dictatorial. It also discriminates against persons who are less privileged because of lack of opportunity to acquire a skill or an education. (In passing I have meet many Canadians who are illiterate but are economically and socially existing in our society).

Page 15 No. 33—This matter is of serious import and should involve a National Housing Act and Board to implement measures to ensure proper accommodations for all those living in Canada. The provincial and civic authorities have allowed this critical situation to arise in the area of housing and education.

Page 16 No. 34—Can the government control the language that the proposed immigrant will learn in Canada unless it imposes Bilingualism (English and French) upon all Canadian residents?

Page 16 No. 36—This should be deleted. It should be replaced by a specific law which allows anyone to emigrate to Canada on humanitarian grounds if they are sponsored or our agencies can assist them when requested.

Page 18 No. 41—This paragraph should be deleted. It is too theoretical and not related to the problem of immigration. Most sociologists would disagree with the way this problem is presented. Have our immigrants contributed to the problem of poverty? If so, statistics should be used to substantiate the charge.

Page 19 No. 43 & 44—Certain rules on citizenship should be considered in this section. Five years residency is too great a length of time for immigrants who, on compassionate grounds etc., wish to call their family and relatives to Canada. A guarantee of responsibility should be demanded with no time limit of residency required. Also, literacy should not be required if the proposed immigrant is employable.

Page 20 No. 45—Should be deleted. In its place, all relatives should be fit candidates for sponsorship.

Page 26 No. 63—Section G should be eliminated. Many tourists are forced to perjure themselves in order to be in a qualifying position as an applicant for permanent admission.

Section H should be qualified and restricted.

Page 29 No. 70—Should not apply to tourists except for the necessary passport.

Page 34 No. 86—There should be a maximum charge for all persons who are acting on behalf of an appellant. Some lawyers and travel agents are fleecing the tourist or others interested in coming to and remaining in Canada.

Page 35 No. 89—Deportation of some one who is morally sound, etc., and could be a valuable asset to our country should be fined not deported.

Page 35 No. 91 & 92—No civil servant should have the authority and power that belongs rightfully to the government and its legal honourable ministers. Therefore, the Honourable Minister of Immigration and the government should have the control and power to over rule, legislate, etc., over any appointed Board.

Page 36 No. 93—Minister should retain his Minister's Permit.

Page 41 No. 107—No age limit.

Page 42 No. 109—No power should be taken away from the Minister.

ADDITIONS

1. Reasons for refusal should be given to any applicant for admission to Canada.
2. Those who have applied in Canada to remain should be permitted to work.
3. Better system to process appeals.
4. No bond should be required of anyone who sponsors a tourist.

Rev. F. Perna.

APPENDIX "L"

Submission of the Confederation of National Trade Unions to the Special Joint Committee of the Senate and the House of Commons for the study of the White Paper on Immigration.

MEMORANDUM ABOUT THE CANADIAN IMMIGRATION POLICY

Gentlemen:

We have no intention to pose as immigration experts or expert demographers. Nor do we see it useful for the purpose of this memorandum to make a survey of all the immigration systems in the different countries.

We do, however, consider that we must submit our point of view on this important problem of immigration. We consider it as our duty because at many of the C.N.T.U. Conventions this problem has been very often discussed. The C.N.T.U. has even found it necessary at one time to organize an immigrants' aid service; moreover, there are many New-Canadians within the C.N.T.U. who render it eminent services and make excellent members.

We appreciate highly the opportunity given us to discuss this important subject with you.

Position of the C.N.T.U.

As far as the C.N.T.U. is concerned, the immigration problem has been traditionally related to the problems of unemployment, labour and housing. In times of full employment the immigration problem claimed less attention. On the other hand, during periods of unemployment of workers in Canada, there was a tendency in labour circles to cast blame upon immigration or to condemn the immigration policy.

The C.N.T.U. requested a selective, efficient immigration policy, controlled immigration. In a memorandum submitted in 1954 to the Federal Cabinet, the following was said, on page 4: "Moreover, for the immigration to be effectively selective and acceptable by labor, immigration should not only be suspended in the case of industries affected by unemployment, but also in the case of industries which are natural outlets for unemployed Canadian workers of various trades."

Farther on, the following is said: "In labor organizations, the main objection to immigration is less related to immigration itself than

to the present economic condition and to unemployment."

In 1961, the C.N.T.U. also recommended: "That the Department of Immigration establish its immigration quota after serious investigation with the National Employment Service, with the employers and labor syndicates, in order to be well acquainted with the situation and to be in a position to make a selection which would be based on the real needs of the country."

For the members of the C.N.T.U. and for our trade-union center, a healthy immigration policy must be based on the country's economic expansion, should be a policy of full employment, in short, a manpower policy.

We, at the C.N.T.U., are well contented to point out that Immigration belongs now to the same Department as Manpower. This trend in Federal Government politics gives us reasons to hope that Immigration will be part of the Manpower administration, even while allowing for matters of constitutional jurisdiction.

Motives for Intervention

If we admit that every person has a basic right to immigration, that he has a fundamental right to earn his living, we still cannot blame the C.N.T.U. for trying to establish and above all requesting the establishment of an equilibrium between manpower in our country and immigration.

What we asserted in 1954 and in 1955 is still of interest.

Our second motive for intervention is the fact that the selected immigrant once landed becomes, the next day, part of our manpower, member of our trade unions, and that this new employee will have to undergo like everybody else the economic changes, suffer the same economic repercussions and even social repercussions. The difference is that all this will be more complicated for him, he will have the added difficulty of not knowing our way of life, of thought, of action; this is why we are obliged to devote a closer attention to the immigrant.

As far as the sponsored immigrant is concerned, he will also, sooner or later, come out on the labour market; in the meantime he has to contend with our education system, our social system, our economic system, our urban system, etc. The C.N.T.U. considers the best way for adjustment of the immigrant is work.

We consider to be right in asking that work and employment should be made easy for him, that Government authorities should take all the necessary measures for providing work to the immigrant, and that he should be employed, as far as possible, in his own occupation. He should be given some security even if he does not receive more privileges than those granted to local manpower.

The Main Features of the Canadian Immigration Policy

We may state at the outset that the White Paper on Canadian Immigration Policy stresses one of the aspects of immigration policies. It starts with economic factors such as: under-populated country, domestic markets, needs of manufacturing firms, industrial competition, necessity of economic growth, and from these economic factors it concludes that immigration is absolutely necessary in Canada.

Even subject to the fact that economic conditions have changed in Canada these last years; even if mention is made of funds necessary for adult training; even if declaration is made to the effect that programmes of improvement of the population's abilities should not be offset, only casual mention is made in paragraph 14, as follows: "The requirement for economic efficiency and progress is, on the contrary, that manpower and immigration policies should be closely related parts of a single endeavour."

For us, this is the most important objective, and we would have liked that the Canadian Immigration Policy had started from this basic objective and had been analysed in correlation with and depending on this objective.

The second main feature is emphasis on education, specialization and qualification. Starting again from economic factors, the White Paper notices the difference between the productive worker and the unproductive worker. According to the White Paper, the productive worker is "the one with the basic education or training to adapt himself to new circumstances, to learn new skills, and to profit from new opportunities." On the other hand the unproductive worker, exposed to unemployment "will be the under-educated one who lacks capacity for learning new, more complex skills." We might consider this distinction questionable in the light of the actual situation. There are many thousands of factory workers employed presently who did not have the basic education permitting them to learn a new occupation or a more complex one, and still are highly productive workers.

However, considering the fact that Canada has become a highly complex industrialized and urbanized society, we can foresee the need of a more and more qualified work force.

The White Paper also emphasizes the expansion of office employment, as much as expansion of skilled trades; in paragraph 12 it is pointed out that there is a whole segment in Industry which requires highly qualified workers. It even goes further in paragraph 16 where mention is made of some trade unions, professional associations and even provincial licensing authorities are not as ready as they might be to recognize professional qualifications earned in another country.

All this is true and should be changed in practice, however it is our unskilled manpower which should be specialized and adapted to the new requirements.

If we found upon the absolute need for qualified, specialized, even highly qualified workers in our country, our attitude leads us toward some form of discrimination based on education, although it is understandable that we are looking for qualified immigrants. May we cite the following remarks made by the Review of Human Rights (October 1966):

"Instead of applying the 'quota' system, the Government intends to admit only qualified immigrants who contribute to the country's development...but I doubt that the Labor Movement will be as happy to learn about the almost total exclusion of unqualified applicants (from point of view of work), and it is worthy of notice that it is the same groups of Whites (from Northern Europe), who have always been welcome in Canada, who are the most liable of obtaining admittance under the new law. Instead of unambiguous racial discrimination, as it was done in the past, we will find ourselves face to face with a substitute, discrimination based on education. The results of such policy will be, whether we admit it or not, encouragement of immigration of Western and Northern Europeans, and discouraging immigration of Southern and Eastern Europeans, or immigration from under-developed countries of Asia, Latin America and Africa. In this manner, immigrants from countries such as Portugal and Italy, who have come to Canada in great numbers during the last years, will have a much restricted possibility of entry because very few of them have the required sev-

en years of school or possess the qualifications of a trade."

To conclude, may we point out that it is the society or the country admitting immigrants which should prepare them for adaptation within its system. The country admitting them should, accordingly, prepare the people to adapt themselves to the requirements as to trades or professions, even if they have to be liberalized to a maximum.

We presume that it is up to the Department of Manpower to establish an accurate balance. We also think that the same Department should institute manpower centers in line with the actual needs of the country, and that immigration be directed accordingly. The country should also organize services so as to enable adaptation of workers who may come from Southern or Eastern Europe, from Asia, from Africa, and also from South America.

We should restrain from taking the best part, from "skimming" the said countries, because it should be kept in mind that we are committed there by credits granted and by personnel supplied for their economic development. If we seek their specialized workers, their qualified manpower, how can we expect this economic progress? There is evident contradiction between the assertion that qualified manpower is scarce and that at the same time we seek only qualified manpower in other countries. What we should do for Canada, that is specialize our workers, qualify them, should be done at the level of immigrants as well.

A third main feature we find in Canadian immigration policy is that the immigrant is expected to shift for himself. In spite of the assertion in paragraph 103 that immigrants "should receive the kinds of services they need to start productive employment as soon as possible", and that mention is made elsewhere of helping them, orienting them, of guidance and placement, we find nowhere any guarantee of work for the immigrants.

The immigrant who arrives in the country has no guarantee of employment; he doesn't have a labour contract in his pocket. Should he find a job soon after his arrival in Canada, he is not secure from layoffs, nor is he secure from economic fluctuations, and the employer who hires him or who sent for him and asked him to come is under no obligation of granting him continued employment, or lodging. The employer is in no way obliged to train him, to facilitate his adaptation to the economic conditions of the country and of

the Industry. There is no mention of instituting special services for tuition of a language needed by the immigrant, of instruction to acquaint them with our habits, the bi-ethnic character of Canada, labour problems, etc. Not only is there no mention of these matters, but paragraph 101 of the White Paper states: "newly arrived immigrants are encouraged to look to existing services and facilities for any necessary material assistance, in order to avoid the creation of special programs." Whenever reference is made to available services or institutions, it is to existing ones, and there is no evidence whatever of the Department's intention of creating new ones. This is the reason why the C.N.T.U. is asking for the immigrants, as we ask it for all the workers, a guarantee of work, of employment, the obligation for the employer who hires an immigrant to train him, accommodate him, keep him at the job, and make all the necessary efforts in view of adapting him and integrating him in his new environment.

A last important feature is the highly limited field of action left to provincial jurisdiction in matters of immigration.

When the White Paper talks about manpower policy, school courses, special training, or even about admittance, these matters right away involve competing constitutional jurisdictions.

In reading paragraph 104, we realize that there is no much room left for the provinces, it seems that provincial jurisdiction is limited to the social aspect of immigration, even where the White Paper refers to politics and to manpower services.

We believe that there is danger of conflict in these matters, and the C.N.T.U. has therefore sound reasons to demand agreement and co-ordination of the different provinces' immigration policies which should be reconciled as much as possible with those of the Federal Department.

Specific Problems

Paragraph 33 of the White Paper discusses the neighbourhoods where immigrants move first and finds it natural that an immigrant, when he succeeds economically, moves out to a better neighbourhood. Should it be possible to take it for granted that the newly arrived immigrant has no right to require the same conditions of residence as normally requested by Canadians? It appears that this is found normal and subject to so-called economic laws. The least which can be said about this

is that it is here again the "SFY" or shift for yourself" system...

As far as distribution of immigrants is concerned, we are pleased to draw attention to the voyage of the Minister of Manpower and Immigration to France. We are very glad to learn about the intention of trying to reestablish the demographic balance. Yet we believe that our Immigration services should make every effort to explain to the future Canadian residents the bi-ethnic character of our country.

Another problem we wish to line out here is that of information. We cite paragraph 100 on this subject: "If the task is to be performed properly, comprehensive literature in the language of the immigrant and trained counselling officers are needed." If the Department's activity is to be limited to literature and training of counselling officers, we consider the policy as unsatisfactory. We believe rather that the immigrants should learn as much as possible about Canada and about the problems they might meet here, while they are still in their country. And may we point out the importance of any such literature, as there is a danger of disappointment for the immigrant upon arrival.

It seems that future immigrants will be granted an identity card. As such cards are not customary among all the Canadians, we wonder why it should be among immigrants. We believe that this could be taken as a form of indirect discrimination. We also believe that once entrance has been granted to the person who has fulfilled all the legal formalities, the immigrant should be considered as a citizen in good standing.

Does the same apply to fingerprints? It may be requested in cases where there is reason for suspicion, where there might be danger involved for the citizen's security; but it should not be asked of all the immigrants.

Paragraph 104 mentions establishment of consultative machinery. If we are not mistaken in our informations, such a machinery has already existed but has been dissolved. We believe rather that what is needed is a co-ordination organism, to co-ordinate all pertaining matters between the provinces and the Federal Government, as well as within each province an organization co-ordinating

public and private services, so as to assure the most humane treatment and welfare to the immigrants.

Consequently, the C.N.T.U. Suggests

1. That immigration politics be integrated with a general policy of manpower; that this policy be one concerned with the total strength of middle-and long-term manpower;
2. That said manpower policy should endeavor after an accurate balance between employment and higher training of Canadian workers, and Immigration;
3. That immigration should meet the actual demographic, industrial, and ethnological requirements of the country, that investigations be made on the subject and that the results of same be made public;
4. That special services be created in order to enable immigrants who wish to immigrate from eastern Europe, southern Europe, Asia, Africa, South America, to come to Canada. This would be a charitable mission and a humane task.
5. That employers who request or who employ immigrants guarantee them a minimum term of one year's employment; that they make the necessary arrangements for their training, their accommodation, and for assuring them a certain well-being.
6. That there be agreement, co-ordination between the Federal Government and the Provincial Governments, with a view of co-ordinating the adaptation and integration plans for immigrants.
7. That over and above the labour contract, immigrants be granted convenient lodging and that the employers assume this responsibility.
8. That an effort be made to re-establish the demographic equilibrium.
9. That the Government endeavor, inasmuch as possible, to favor the entry in Canada of families rather than of individuals; this has its social as well as economic justification.
10. That the Government supervise very closely the publicity made by its immigration

officers, by travel agencies or other companies.

11. That identity cards should not be obligatory.

12. That fingerprints be requested only in cases where there is potential danger for the security of individuals and of the State.

13. That the Federal Government institute

an organism for co-ordination of immigration programmes in all the provinces, and organization for co-ordination of services within the provinces.

14. That stress be laid upon the fact that the immigrant is a worker, a human being, and that as such he has a right to full consideration on part of the State and of its services.

Confederation of National Trade Unions
by Robert Sauvé
Secretary General.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966-67

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON

IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 10

THURSDAY, FEBRUARY 23, 1967
(Montreal, P.Q.)

WITNESSES:

From the United Council for Human Rights: Reverend Robert Riendeau and Messrs. Gérard Rancourt, Langis Sirois, A. H. J. Zaitlin and Gérard Picard. *Mr. Marc Abelly. From the Canadian Chamber of Commerce:* Messrs. Henry Valle, Maurice Labelle, S. Gossage and G. H. Scofield. *From the Catholic Immigrant Services:* Msgrs. John O'Brien, J. A. Malouin, Claude Mulvihill, Henry Murphy and Henri Gagnon. *Mr. Ernest Zuendel. From the Paritary Committees of Barbers and Hairdressers:* Mrs. R. Lavigne, Miss Thérèse Brosseau and Mr. Ernest Marquis.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

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Cameron
Croll
Desruisseaux

Fournier (*Madawaska-
Restigouche*)
Hastings
Hnatyshyn

Macnaughton
Nichol
Pearson
Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken
Mr. Badanai
Mr. Baldwin
Mr. Bell (*Carleton*)
Mr. Blouin
Mr. Brewin
Mr. Crossman
Mr. Deachman

Mr. Dinsdale
Mr. Enns
Mr. Haidasz
Mr. Laprise
Mr. Macaluso
Mr. Munro
Mr. Nasserden
Mr. Orlikow
(Quorum 12)

Mr. Pelletier
Mr. Prud'homme
Mr. Régimbal
Mr. Roxburgh
Mr. Skoreyko
Mr. Ryan
Mr. Watson (*Châteauguay-
Huntingdon-
Laprairie*)—24.

Maxime Guitard,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

Thursday, February 23, 1967.
(20)

The Special Joint Committee of the Senate and of the House of Commons on Immigration met at 9:46 a.m. this day at Montreal, P.Q. The Chairman of the House of Commons section, Mr. Klein, presided.

Members present:

Representing the Senate: Honourable Senators: Baird, Cameron, Desruisseaux, Fournier (*Madawaska-Restigouche*), Hnatyshyn, Pearson (6).

Representing the House of Commons: Messrs. Badanai, Blouin, Dinsdale, Enns, Haidasz, Klein, Laprise, Macaluso, Nasserden, Prud'homme, Régimbal (11).

In attendance: From the United Council for Human Rights: Reverend Robert Riendeau, and Messrs. Gérard Rancourt, Langis Sirois, A. H. J. Zaitlin et Gérard Picard. *M. Marc Abelly.*

The Chairman opened the meeting and invited Mr. Rancourt to read the brief submitted by the United Council for Human Rights before being questioned thereon, assisted by his fellow delegates.

The examination of the witnesses being completed, the acting Chairman, Honourable Senator Desruisseaux, replacing Mr. Klein in the Chair, thanked Reverend Riendeau and Messrs. Rancourt, Zaitlin, Sirois and Picard who retired.

The Committee decided unanimously to print the brief presented by the United Council for Human Rights as an appendix to this day's Minutes of Proceedings and Evidence. (*See Appendix M*).

On motion of Mr. Haidasz, seconded by Mr. Régimbal, it was

Resolved unanimously,—That the Chairman of the House of Commons section of this Committee, Mr. Klein, get in touch forthwith with the Leader of the House and the Leaders of the different parties of the Opposition asking them to postpone consideration of Bill C-220, An Act to make provision for appeals to an Immigration Appeal Board in respect of certain matters relating to immigration, so

that the members of this Special Joint Committee on Immigration actually sitting at Montreal, P.Q. be given an opportunity to participate in the debate actually in progress.

The next witness called was Mr. Marc Abelly.

The Chairman invited him to read his brief before being questioned thereon.

His examination being completed, the witness, Mr. Abelly, retired. He was thanked by the Chairman.

The Committee unanimously decided to print the brief presented by Mr. Abelly, as an appendix to this day's Minutes of Proceedings and Evidence. (*See Appendix N*).

At 12:35 p.m., the Committee adjourned until 2:00 o'clock this afternoon.

AFTERNOON SITTING (21)

The Special Joint Committee of the Senate and of the House of Commons on Immigration reconvened at 2:15 o'clock this afternoon. The Chairman of the House of Commons' section, Mr. Klein, presided.

Members present:

Representing the Senate: Honourable Senators: Baird, Cameron, Desruisseaux, Fournier (*Madawaska-Restigouche*), Hnatyshyn, Pearson (6).

Representing the House of Commons: Messrs. Badanai, Blouin, Dinsdale, Enns, Klein, Laprise, Nasserden, Pelletier, Prud'homme, Régimbal (10).

In Attendance: From the Canadian Chamber of Commerce: Messrs. Henry Valle, Maurice Labelle, S. Gossage, G. H. Scofield. *From the Catholic Immigrant Services:* Msgrs. John O'Brien, J. A. Malouin, Claude Mulvihill; Henry Murphy; and Henri Gagnon, Mr. Ernest Zuendel. *From the Paritary Committees of Barbers and Hairdressers:* Mrs. R. Lavigne, Miss Thérèse Brosseau, and Mr. Ernest Marquis.

The Chairman opened the meeting and invited Mr. Valle to read the brief of the Canadian Chamber of Commerce before being

questioned, assisted by his fellow delegates. The examination of the witnesses being completed, Honourable Senator Pearson who was acting Chairman, thanked the delegates of the Canadian Chamber of Commerce and they retired.

The Chairman of the House of Commons section, Mr. Klein, resumed the Chair.

Msgr. Claude Mulvihil was called and he read a brief on behalf of the Catholic Immigrant Services. He was assisted by the members of his delegation.

The Committee having completed its examination of the witnesses, the Chairman, on behalf of the Committee, thanked Msgrs. Mulvihil, Malouin, Murphy, O'Brien and Gagnon who retired.

It was agreed unanimously to print the brief presented by the Catholic Immigrant Services as an appendix to this day's Minutes of Proceedings and Evidence. (*See Appendix O*).

Then the Chairman called Mr. Ernest Zuendel who read his brief and was questioned thereon.

The examination of the witness being completed, the Chairman thanked Mr. Zuendel who retired.

The Committee agreed unanimously to have printed as an appendix to this day's Minutes of Proceedings and Evidence the brief presented by Mr. Ernest Zuendel. (*See Appendix P*).

Mrs. Lavigne, Miss Brosseau and Mr. Marquis were called as last witnesses at this afternoon's sitting.

They made oral representations and were questioned thereon.

The examination of the witnesses being completed, the Chairman thanked Mrs. Lavigne, Miss Brosseau and Mr. Marquis who retired.

At 5:45 o'clock p.m., the Committee adjourned until 9:30 a.m. on Friday, February 24, 1967.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Thursday February 23, 1967.

The Joint Chairman Mr. Klein: Gentlemen, we have the distinct honour and pleasure this morning of having with us members of the United Council for Human Rights. I am very pleased at this moment to introduce to you the President of the Council, Mr. Gérard Rancourt, who will introduce the members of his delegation.

(Translation)

Mr. Gérard Rancourt (Chairman of the Committee for the Defence of Human Rights): Mr. Chairman, honourable senators and members of Parliament, allow me to introduce the gentlemen who are with me this morning to present this brief to you. First, there is Mr. Gérard Poirier, the Committee Secretary; and to my right, Mr. Zaitlin, one of the directors of our organization and also Chairman of the Committee which we have set up to study the White Paper on Immigration; Mr. Clyde, Executive director of the Negro Community Centre; Rev. Father Riendeau, member of the Executive Committee of our organization and who represents the Montreal Archdiocese on our Committee; Mr. David Franklin, member of our Executive Board; our Executive Secretary, Mr. Langis Sirois; Mr. Gérard Picard, a member of our organization who also represents the Confederation of National Trade Unions, the CNTU; Mr. Guy Dupuis, Executive Secretary of the Conseil du travail de Montréal (Montreal Labour Council) and of the Q.F.L.; Mr. Borovoyi, Canadian Director of the Jewish Labour Committee, and also Mr. Harry Lautman, Treasurer of our organization, member of the Executive Committee, and with whom are three members of a body affiliated to our Committee, Messrs. Saul Linds, Willie Gélinas and Christoforo.

I wish to point out right from the start, that our organization is not made up of individuals, but of intermediary bodies. Our main purpose is to fight discrimination under all its aspects, and secondly, to promote legislation in order to eliminate insofar as possible this discrimination. As we are also well aware that legislation is not enough to eliminate racial, religious or other types of prejudice, we

are actively promoting educational campaigns by means of talks, the publication and distribution of documents in order to make everyone understand that it is far easier to work together than to split up for reasons based upon racial, religious or ethnic differences.

With your permission I shall read the brief which we have prepared for you:

Gentlemen, I wish to emphasize that groups such as the Quebec Federation of Labour, the Confederation of National Trade Unions, UGEQ and other bodies and those who belong to them, represent quite an imposing sum total of members.

Prior to reading this resolution, I wish to explain why this brief is being presented as a resolution. As mentioned earlier, due to the fact that our Committee is made up of organizations, the writing of a brief and subsequent submission for approval to these bodies was a very difficult task. The difficulty arose because of the amount of time involved. Perhaps each of these bodies should have submitted it to its members at a convention, which would have taken too much time, and might have complicated our task enormously. Besides encouraging understanding between different races, these organizations do have diverging interests, or at least different interests. The joint writing of a brief covering all aspects of immigration and all subjects mentioned in the White Paper would have been difficult. Our brief has been presented as a resolution because it has been discussed and then adopted as such at the general assembly which we have held. We are confident, due to the fact that the organizations belonging to our Committee have approved it and are in full agreement with its content. Our caution can be explained by the fact that we wanted to be sure of their support to provide adequate representation for the people represented by our Committee. There are some aspects of the White Paper with which we do not deal because we have not discussed them with member-bodies and we do not know their opinion in this respect. It is a fact though, that the points which were discussed have been submitted to the members of our Committee who agree with us. I shall thus read

the resolution which was presented at our general assembly this past November 16:

(See Appendix M)
(English)

Mr. Enns: Thank you, Mr. Chairman. The brief is well documented and certainly very readable. It is easy to spot the areas of concern to the Human Rights Council. On page 2 you speak of widening the sponsorship—actually widening the eligibility of persons related to the immigrant by wanting stepfather, stepmother and other near-related groups to be included. This may be fine, as such, but do you not think it also gives a wider group of persons sponsorship rights? Once the stepmother comes along, then she is a landed immigrant and can, herself, demand that her circle of widened relatives be permitted to come in. I am not viewing this as an area of concern; I am just pointing out the fact that we are widening the sponsorship area of immigration by this request. Have you any further comments on this?

Mr. Rancourt: No, this is true.

Mr. Enns: You are not concerned, then, that—

Mr. Rancourt: No, we are not.

Mr. Enns: That is fine. I will just leave it as a question. I am not sure what to do with it myself, but I do register the question.

Mr. Rancourt: We know that this will widen the possibility of immigrants coming in, but we have no objection.

Mr. Enns: It seems to me that the White Paper has taken cognizance of the fact that recently more than 40 per cent of immigrants have been sponsored immigrants and this widening of the sponsorship group seems to be taking away from the country itself—the state itself—the decision to decide whom to admit, leaving the decision largely with the relatives. I am not saying this is all bad; I am just wondering whether you do not agree that the state does have reasonable rights here, too, to insist that the state shall decide who is eligible for entry into our country.

Mr. Rancourt: We agree with that. I mean that the state has something to say and it should be controlled to a certain extent, but we find that sometimes, because of the immigration laws, families are divided and that creates social problems and it becomes difficult for a group to be separated from the rest of the family. That will also create social problems; it may have psychological problems for some people here in Canada.

Mr. Enns: Farther down on page 2, in the second last paragraph, you mention that deportation should be restricted if “undue hardship” is faced by the immigrant. It is rather a vague phrase. I believe that if there is incarceration or some corporal punishment ensuing at the result of the deportation, this is understandable, but “undue hardship” can be interpreted in so many ways and it would be a lawyer’s delight to interpret it. I am sure you are not trying to legislate when you are writing these recommendations and you are just drawing attention to a situation.

The Joint Chairman Mr. Klein: Mr. Zaitlin would like to add something.

Mr. A. H. J. Zaitlin (Director, United Council for Human Rights): With respect to that phrase “undue hardship”, this is a phrase which is used in the United States. It is in the United States immigration act and the United States Board of Immigration Appeals has, in many decisions, set forth guidelines as to what “undue hardship” should be considered, so that you are not in an area where there are not some criteria. We are not too concerned at all about giving the discretionary power to decide what is undue hardship to the primary immigration officer and then, of course, to the immigration appeal board which will be set up very shortly.

• (10:10 a.m.)

May I go back, sir, to the question of sponsorship. In our experience, we have found that those people who are sponsored are not necessarily people who are unskilled. They are not people who come here as morons; they are not people who come here—to use the rather picturesque phrase of Mr. Sedgewick—as functional illiterates. These people who are sponsored have skills. In many cases they are even bakers or butchers or candlestick makers. They come here with some skills and the proof of the pudding is in the eating. These people have, in the past, been successfully integrated into this country.

We are, also, not concerned about what is referred to as “explosive growth” of the sponsorship system that the White Paper refers to because we have found from experience that there is a built-in control as far as explosive growth is concerned. We have found from experience that relatives here do not apply for the immigration of kinfolk when economic conditions in this country are poor or when jobs are scarce. This has been our experience in the past and we cannot accept that there is any danger of immigration getting out of con-

trol by extending the sponsorship rights of people who are in Canada. We are, of course, as an association concerned with human rights, primarily concerned with the non-economic aspects of the situation. That is the reason why the thrust of our recommendation is that concentration should be on the uniting of families. We believe in the solidarity and sanctity of the family and consequently firmly believe that family units, whether they consist of stepchildren, adopted children or illegitimate children, should be protected and that is the reason why we have taken the position we have.

Mr. Enns: I have no quarrel with you on that sentiment. I did want to have your further expressions and explanations on the suggestion that there be a medical appeal board. This is one of your recommendations. I believe it is number (d) and I just wanted to ask whether you expected that such a board should be formulated in the country of origin or should this be a Canadian board taking medical reports from doctors in a country examining immigrants?

Mr. Zaitlin: This recommendation may be moot at the present moment because of the new immigration appeal board that is being set up. If you will recall, under the existing section 30 of the Immigration Act, there is no appeal in cases of certification by a medical officer. The right of appeal was taken away. Under the new Bill No. C-220, section 30 of the Act is being dropped so it is quite possible that medical appeals will be heard by the immigration appeal board although it is doubtful whether they would be really qualified to hear appeals of that nature.

We have made this recommendation because we have examined the experience in the United States where there is a medical appeal board under the jurisdiction of the Surgeon-General of the United States and all people concerned are permitted to introduce medical reports from their own doctors and to cross-examine, if necessary, the medical evidence introduced by the government. At the present moment in Canada, unfortunately—and this is based upon our experience—the medical examinations are conducted primarily by officers of the Department of National and Welfare and when a certificate—

Mr. Enns: In the country of origin?

Mr. Zaitlin: Either in the country of origin or here in Canada, depending on where the person concerned is present. You must remember, too, that under the regulations a

medical report that is submitted outside the country is not conclusive evidence that the person is medically fit. The final decision on whether a person is admissible to this country is made at the border point—at a port of entry—and that also refers to visas. These are, in essence, the examinations that are held overseas. The visa and the medical reports are purely pre-examination procedures and they are technically subject to review at the port of entry. This appears in the regulations and this, of course, is the law, not only of Canada, but of the United States also.

With respect to appeals from decisions—and I do not restrict this to decisions on medical matters—I am also concerned with appeals from visa rejections overseas. One of the most difficult things, of course, is to get a meaningful appeal on any rejection overseas. If the person is here in Canada, naturally he would be subject to the jurisdiction of our courts and should he not be satisfied with the decision that is handed down by the department, he can always seek judicial review. He cannot do that, of course, when the individual is overseas.

The Joint Chairman Mr. Klein: You are speaking of judicial review as foreseen by the White Paper rather than at the present time.

Mr. Zaitlin: Yes, Mr. Chairman, before the White Paper was introduced.

The Joint Chairman Mr. Klein: Before the White Paper? There was redress by the courts before the White Paper?

Mr. Zaitlin: Yes, there was redress by the courts before the White Paper. Possibly I have missed the point of your question.

The Joint Chairman Mr. Klein: I think you were speaking about a proposed immigrant who wanted to appeal from a decision of the officer who investigated him and that he could have redress to the courts. Do you mean now, before the White Paper is enacted?

Mr. Zaitlin: Yes.

The Joint Chairman Mr. Klein: How?

Mr. Zaitlin: Because section 39 of the Immigration Act, which is supposed to prevent the courts from interfering with decisions of the Immigration Department, has been interpreted by the courts as not to apply in cases of, let us say, jurisdiction and the courts will not review, judicially, at the present moment, the merits of the case but they will decide whether or not the officer has exercised his powers in accordance with the powers granted him by the law.

The Joint Chairman Mr. Klein: The redress to the courts is limitative.

Mr. Zaitlin: Yes.

The Joint Chairman Mr. Klein: It is not open in the sense that we understand justice in this country.

Mr. Zaitlin: Well, it is. That, of course, is the difference between appeal and review. In the case of appeal you can raise the questions dealing with the merits of the case. The courts do not go into the merits of the case unless, of course, as in many cases the courts have felt the decision has been so manifestly unjust that something should be done. The courts have succeeded in many cases in finding some technical deficiency in the proceedings in order to upset the decision of the inquiry officer.

The Joint Chairman Mr. Klein: But the intention of the Act, up until now,—

Mr. Régimbal: A supplementary, Mr. Chairman—

The Joint Chairman Mr. Klein: I just want to finish this point because I think an impression, is being made in my mind that if an individual who wanted to come to this country—I am now speaking of this moment and prior to this moment—who was not satisfied with the decision of the enquiry officer could go to the courts. This is the impression that seems to be being made at this moment. I do not think this is correct.

Mr. Zaitlin: No, this is not correct.

The Joint Chairman Mr. Klein: This is not correct and I think it is something that the Committee ought to know about. The intention of the Immigration Act up to this moment was that the inquiry officer, plus the mechanics within the department itself, constituted the final say on the immigrant's application to come to this country. The immigrant could not go to the courts of this country to avail himself of the fundamental rights that these gentlemen, I think, are here to sustain today.

• (10:20 a.m.)

Mr. Régimbal: A supplementary on this just for clarification's sake, Mr. Chairman. Did I understand—

Senator Pearson: I had the first supplementary.

Mr. Régimbal: I am sorry, go ahead.

Senator Pearson: On the question of going to court, it all depends on who you have as

legal adviser at the courts. Some may have a very fine lawyer and be able to get to this country and others may have a very indifferent lawyer and not be able to get in. Is that not so?

Mr. Zaitlin: I do not think you can generalize. I like to take the position that all lawyers are competent.

Mr. Régimbal: I think this is material matter for another question. I would like to come back to the original as a supplementary for clarification's sake as far as the medical examination is concerned. Do I understand that you are suggesting that you have no objection to a medical examination at the point of origin and a medical examination upon arrival?

Mr. Zaitlin: None at all.

Mr. Régimbal: You have no objection?

Mr. Zaitlin: No.

Mr. Régimbal: We have had submissions pointing out precisely that this could be very unfair and unjust and could create undue hardship on the person involved, because in one case you might have a successful medical examination at the point of origin and then be trumped up when they get into this point of entry. I would like to you to elaborate on that, if you would.

Mr. Zaitlin: I keep referring to the American law because our law, to a very large extent, has been patterned on the American law. We have copied almost verbatim some of the clauses that appear in the American immigration act. We have, unfortunately, also adopted some of the defects in the American law, such as guilt by association and expressions such as "crimes involving moral turpitude", an expression which is unknown in English criminal law.

But, coming back to your point, it is a basic principle that the admissibility of a person is determined at a border point—at a port of entry. Any examinations that take place outside the country are primarily in the nature of pre-examination. I personally—this is a personal opinion—do not think that any country can safely accept as final a decision made outside before the person actually enters the country. You must remember, too, that sometimes a period of time elapses between the preliminary examination outside the country and the arrival here. During that period of time he may commit a crime and, consequently, become inadmissible to this country. Secondly, during that period of time he may contract a contagious disease which would be

a danger to the public in this country and, consequently, in my personal opinion, I do not think that it would be wise for us to accept as final a decision made overseas or outside this country with respect to visas and with respect to the medical examination.

Mr. Régimbal: It could create a very particular case of undue hardship if somebody from outside the country lands here and then is forced to go back after having sacrificed a lot of personal possessions.

Mr. Zaitlin: That is quite true. As a matter of fact, the procedure of granting visas outside of the country originally was invented in order to prevent that situation from happening—somebody travelling many thousands of miles, giving up and selling his assets, tearing up his roots and travelling to a strange country and finding that he is inadmissible. Consequently, the machinery of pre-examination was invented. This is the real reason why this particular system was set up. It was not set up, as some of our friends in the department seem to think, as a method of control for the department overseas. Primarily it was invented and originated as an accommodation for the would-be immigrant.

Mr. Enns: I have just one final question, Mr. Chairman. I wanted to say, by the by, that I am glad I had no difficulty with my medical when I emigrated at the age of one year.

On page 4, section (i) of your recommendations you state:

police cells and prisons be not designated as "immigrant stations".

Is this really happening and can you give us some illustrations?

Mr. Zaitlin: Yes, this is a matter which has disturbed me for quite some time. I have raised this particular issue before the Court of Appeals here in the province of Quebec and also before the Supreme Court of Canada.

Mr. Enns: Active police stations are used?

Mr. Zaitlin: Yes; as a matter of fact, I am going to disclose to this Committee that I have now a complete list of the places—and it is still in effect—that the former minister designated as immigrant stations. This particular document will come, I think, as a shock to many of the members of this Committee and certainly it came as a shock to me, because I was always under the impression that this situation was peculiar to Montreal and that it was only in Montreal where the

Immigration Department held for detention, in police cells or at Bordeaux jail, immigrants who were undergoing immigration inquiries to determine whether or not they were admissible or whether or not they should be deported. I was under the impression that this situation had arisen in Montreal because, as many of you know, many year ago Montreal did have its own immigration detention quarters on St. Antoine Street. That was given up and the Immigration Department, in its wisdom, built immigration cells in Quebec City. There are no immigration cells in Montreal.

Consequently, it was always my impression that the people who were being detained for immigration purposes in the Montreal area either were being detained by the transportation companies at the airport or elsewhere, or were being sent to Quebec City. I have found, in many cases in which I have personally interested, that my clients have been held either at Bordeaux jail or in police cells. Many of you, of course, remember the Violi case where two Italian boys were held on an illegal immigration warrant for nine months in Bordeaux jail and it was when the Supreme Court decided to quash the warrant that these boys were released. They were held all that time at Bordeaux jail.

The reason I objected to the designation of police cells and prisons as immigrant stations is because you must remember the nature of the immigration law. It is a civil matter; it is not a criminal matter. The Immigration Act is not a penal statute. Under the Immigration Act the immigration officers have absolutely no punitive powers. If a person commits an immigration offence under the Immigration Act, he is triable in the regular courts. It is only the regular courts that can mete out punishment. I have objected to people being held in police cells and in prisons because it is a form of punishment. They are subjected, as I said, to Bordeaux; they are fingerprinted and they are photographed and they also suffer the stigma of being held at Bordeaux jail. This could happen to anybody who is perfectly innocent or it could happen to anybody who is just being held for a minor purpose—his documents are not in order, or the immigration officers feel that the matter should be referred to an inquiry officer for ultimate determination.

• (10:30 a.m.)

A few weeks ago I came into possession of a document in which all the places which have been designated as immigrant stations

are listed. This is an order which was issued on behalf of the minister by the then deputy minister, Mr. Isbister. This document, gentlemen, is nine pages long. It was issued at Ottawa on December 29, 1964, and it is signed by the then deputy minister. Here are some of the places that appear as immigrant stations: Montreal Jail; Bordeaux Hospital for the insane; Collins Bay Penitentiary; Halifax Mental Hospital; Kingston Penitentiary; Montreal City Police Headquarters; Montreal Jail; Quebec Provincial Police; the British Columbia Penitentiary in New Westminster. All the penitentiaries are listed here: Her Majesty's Penitentiary, St. John's Newfoundland; the penitentiary at St. Vincent de Paul; the Manitoba Penitentiary at Stony Mountain—this goes on and on—the Toronto Psychiatric Hospital; the Metropolitan Toronto Jail; the police cells out in Vancouver; the Verdun Protestant Hospital for the Insane—any civil detainee could be sent to an insane asylum and held there while his case was being processed—the Saskatchewan Hospital in Weyburn which, I think, is a mental hospital. The list goes on and on and I would like to introduce this as evidence.

The Joint Chairman Mr. Klein: Is it the pleasure of the Committee that this list be attached to the minutes of this meeting?

Some hon. Members: Agreed.

Mr. Meakins (I.L.G.W.U.): Could I ask a question? I brought this up at the last meeting we had on November 6, 1966, on the question of how to stop the undesirables from coming into this country and I was told that the existing police forces, both provincial and federal, are pretty adequate. Now, when reading last night's *Star* I noticed that the Jewish Congress presented a brief and I was wondering whether, in submitting their brief, this clause was involved and whether they found this clause was inadequate to prevent undesirables from coming into Canada.

Mr. Zaitlin: No, they were dealing in the brief—and I was a member of the Canadian Jewish Congress' delegation that was here before the Committee yesterday—with the statute of limitations. We felt that in the case of war criminals, in the case of crimes against humanity, there should not be a statute of limitations. You will find in the existing Immigration Act, for example, that the five years' residence rule does not apply in the case of narcotic offences and it does not apply in the case of spies and so forth—people who are guilty of disloyal acts under section 19 of the Immigration Act. We felt that as far as

war criminals are concerned, because they had committed such heinous crimes and because of all the principles laid down in the International Convention of genocide, they should not, under any circumstances, be able to enjoy the privilege of any statute of limitations. We were discussing that particularly last night.

The Joint Chairman Mr. Klein: I have Senator Desruisseaux ahead of you. Do you have a supplementary?

Senator Hnatyshyn: What places does the Committee suggest should be used instead of the designated penitentiaries and insane asylums? What would your suggestion be in that regard?

Mr. Zaitlin: Under the Immigration Act there is an obligation on the part of the transportation companies to set up adequate detention quarters. It is in the act. As a matter of fact, in the act the Minister has been given powers to examine the detention quarters set up by the various transportation companies in order to determine whether or not they are adequate. I maintain that if there are no adequate detention quarters, let us say, in the city of Montreal, then it is the obligation of the department to keep these people in hotels or motels. They have done that in the case of families, as you know, Senator.

The Joint Chairman Mr. Klein: Senator Desruisseaux are you on a supplementary? I am sorry, Senator Cameron on a supplementary.

Senator Cameron: Has the witness any indication of how many people were detained in these hostels in the last year?

Mr. Zaitlin: Senator, I think a question should be put in the House of Commons to determine the number. I do not have the statistics; I do not know.

Senator Cameron: As a supplementary to that, are there any officials from the department here who could answer it, or will we have a chance to get that information later?

The Joint Chairman Mr. Klein: I think it probably would be an unfair question to put, off-the-cuff, to an official. We shall get the information for the Committee.

Mr. Nasserden: A supplementary question; to your knowledge are some of them kept in hotels and so on, at the present time?

Mr. Zaitlin: No, but I do know of cases in the past where people have been held in motels near the airport, particularly families

where there are young children. Now, whether they have been kept at motels at the expense of the transportation company or at the expense of the Immigration Department, I do not know, but they have received that kind of treatment. To my knowledge, in any event, no one has ever been held by the Immigration Department or detained by the Immigration Department in hotels in the city of Montreal.

The Joint Chairman Mr. Klein: Senator Pearson on a supplementary.

Senator Pearson: The CPR used to have an immigration hall in Winnipeg. Is that functioning at all now or is that disused?

Mr. Zaitlin: I cannot answer that question.

Senator Hnatyshyn: No, it is not used.

Senator Pearson: It is not used.

(Translation)

Senator Desruisseaux: Mr. Rancourt, please accept my congratulations for the manner in which your organization has presented this work. Personally, I am quite impressed by the recommendations contained therein. However, if you have no objections and if you are able to answer me, I should like to have your impression concerning one or two questions dealt with in your brief. I gathered, from your brief, that you would like to give further encouragement to immigration, by lifting several restrictions dealing with Human Rights. In view of the great number of labour associations represented here, could you tell me whether or not you think that immigration should be free of restrictions—although I have not seen this stated anywhere in the brief—or applied by taking into account the monetary economic situation of the country?

Mr. Rancourt: No, this is not what we are striving for, and it is not what the brief states either. The only question with which we are preoccupied, on the subject of a greater intake of immigrants into the country, is that of sponsorship. Once an immigrant is accepted into the country, sponsorship should be extended so as to enable him to bring with him his in-laws, his son-in-law, his sister-in-law so that he may gather his family about him.

Senator Desruisseaux: Does that cover your ideas on this matter?

Mr. Rancourt: We go no further than that in our brief.

Senator Desruisseaux: I should like to see you expound the fact that you would like to see an increase in immigration in general, i.e.

the number of immigrants which should be admitted into the country.

Mr. Rancourt: I do not want to give my personal opinion as representing that of these groups. As I told you at the start, we are confining ourselves to this form of representation, because this resolution had already been approved by our members in the course of a meeting. As our Committee is made up of various associations with diverging interests, it would be difficult to say what these people think on the subject you have brought up. This is why I find it difficult to answer.

What I wish to say, however, is that in a general way, our Committee and its associations are of the opinion that immigration should be controlled. I might also add the opinion, which labour unions have already expressed, that employment opportunities for immigrants should be evaluated in terms of existing employment opportunities; and furthermore, immigrants should not come here to compete with Canadian man-power, but rather when employment is available for them in the labour market.

(English)

The Joint Chairman Mr. Klein: Before you proceed, Senator, I think Father Riendeau would like to add something to what has been said by Mr. Rancourt.

(Translation)

Mr. Riendeau: Mr. Chairman, I think that this is an extremely important question. It is directly related to the question of fundamental rights which immigrants have before leaving, and not only once they have arrived. According to the manner in which our brief is written, there is no question of limitation. The provision which we recommend, i.e. greater opportunities for sponsorship, should not be interpreted in a restrictive sense. I think that this is made clear by the very first sentence of the brief, which states that "the first principle—is that there should be no discrimination with regard to colour, race or creed". I think that this also implies the regions of different countries. I think that people applying for admission into this country have certain rights, and we should avoid any arbitrary adoption of criteria dealing with the economy, or pseudo-economy, which is very often quite difficult to size up. I think it would be better to encourage candidates rather than encourage criteria which originate here, and which are solely understood in terms of a collective Canadian interest based,

for instance, on purely material economic criteria.

Mr. Picard (Director of the Committee for the Defence of Human Rights): Mr. Chairman, the question asked by Senator Desruisseaux is certainly very important, because it also touches on the incidence of manpower problems in this country. According to the brief and the explanations which have been given, the Committee would like to see the Immigration Act become a progressive law, and also have it maintain a humanitarian character.

Furthermore, I believe that too many restrictions or interdictions in the Act itself close the door on concrete cases which might be brought up and prevent the examination of circumstances surrounding specific cases. If this reasoning is developed and extended to the field of manpower and if the economic situation of the country is examined, the Department of Immigration and immigration policy should then certainly take into account the number of persons which Canada is capable of absorbing. And this pre-supposes that manpower needs can be assessed with great accuracy, both by the Department and all organizations which have to deal with this problem. There is no doubt for instance, that if pressure develops in a specific trade where there is no scarcity of manpower, immigrants may run great risks of not finding any employment or of being hired merely as labour, and this would hardly benefit our immigration policy.

Mr. Régimbal: Mr. Chairman, on a point of order I wish to point out to you, with all due respect, that we discussed this problem quite extensively with the representative of the CNTU, last night. And I do not see any need for bringing it up again.

Mr. Picard: No, I agree. I do not want to take up too much of the Committee's time. I only wanted to make these few remarks of a general nature, as I have not heard the other statements, and as the question was brought up here.

Mr. Régimbal: Senator Desruisseaux was not there either.

Senator Desruisseaux: No, but I would have asked the question nevertheless because I think that the representation of those people is quite large in that it not only represents one body, but quite an imposing number of bodies. I think it is important to know what the general opinion of your association is, in

order to give us some guidance on the proper measures to take when the new act will be under preparation.

I also have another question, and I am sorry to have to ask it, but I should like to have an answer. On a good many occasions in the past, several papers have published insinuations according to which upon the arrival in the country of immigrants or of certain classes of immigrants, especially in certain places, a commission was deducted from the salaries of these immigrants or they were made to pay a certain sum, or again they were made to sign a chit for a certain amount which they have to pay off later on. No one has referred to these dangers. People coming to this country may not be prepared, like others, to face these situations. Do you have anything to say on this. If so, I believe it would be important to hear about it.

Mr. Rancourt: There is no doubt that a good many immigrants here in the Montreal region are being exploited. I know cases of thousands of immigrants working in certain shops which are mostly non-unionized. The cases with which I am familiar, at least, are people who speak neither French, nor English. Employers will often single one of them out to serve their own purposes, and by making him a foreman they manage to control the entire group, to practise blackmail, etc. etc. These people work for a ridiculously low salary, and in certain cases, are obliged to pay a kind of money-tribute, either to the foreman or else to other individuals practicing this type of blackmail. Immigrant manpower is being exploited and a serious inquiry should be instituted in this field.

Senator Desruisseaux: Are you capable of doing anything in this field, in view of the fact that your association fights for the rights of the individual? This depends far less on the Department of Immigration than on an association whose aim is to create respect for certain rights.

Mr. Rancourt: This often falls under the jurisdiction of the Department of Labour, in each province, which should make inquiries. And in places where workers are not unionized, someone should be appointed to supervise working conditions and salaries paid to these people. If kickbacks are paid either to employers or foremen, penalties should be imposed, or court actions should be taken. This is a serious matter and it is being practised in Montreal, or it was practised at least some years ago, on a fairly wide scale.

Senator Desruisseaux: Mr. Chairman, this point should be kept in mind in the presentation of the present brief, because, as you emphasized earlier, there are 35 associations which have been formed. Ten or twelve of these groups may present individual briefs where all these questions will be brought up. I believe Mr. Rancourt emphasized this at the start, and there are a good number of problems which are overlooked, and I believe that we are falling into the trap. I believe that they were right in saying that they had agreed on the points to be discussed. Otherwise, there would be no end to this, and we would be forced to review all briefs which have been presented until now.

The Joint Chairman Mr. Klein: You wish to speak?

Mr. Langis Sirois, Executive Secretary of the Committee for the Defence of Human Rights: Honourable Senator, I just wanted to emphasize the point which has been brought up. It is rather a matter of integrating the immigrant than of accepting laws and procedures, but I should also like to make a personal statement concerning my work with the Committee. We often have to meet people who complain about the way in which they are treated, not only by various bodies with whom they work, but by those bodies which constitute society; for instance, professional bodies which refuse to issue them with a license to practise their profession here. And this is a field which this document has not dealt with. Maybe it does not fall directly under the jurisdiction of the Department of Immigration with regard to laws and procedures, but nonetheless, the Department of Immigration could do more to encourage the integration of immigrants.

(English)

The Joint Chairman Mr. Klein: I think we are sitting in the examination of the White Paper. I do not think we ought to limit any delegation to the prescriptions of its brief. If they want to go beyond their brief, I think we should permit it. That is my view.

Mr. Régimbal: I know, I will take your word for it, but I underline the danger that once we do start, we could be on this one brief all day.

The Joint Chairman Mr. Klein: I do not say this in derogation of what you are saying, but I could sit and listen to this particular brief and this particular delegation for a week.

Mr. Régimbal: You bet.

Mr. Haidasz: Mr. Chairman, on a question of order. I have just been in communication with my office in Ottawa and I have learned that yesterday during our absence—during the absence of the Special Joint Committee of the Senate and the House of Commons on Immigration—the house leader proceeded with discussion of Bill No. C-220 establishing an immigration appeal board. This bill was discussed in Committee, several clauses of which have already been passed without our presence and without any opportunity for us to discuss that bill.

This morning and yesterday, and especially this morning, from this United Council for Human Rights delegation we have heard very important and very pertinent recommendations and expressions of concern about the immigration appeal board. I believe that these recommendations should be made known to the Minister of Manpower and Immigration and to our colleagues in the House of Commons. In view of the fact that we must listen to briefs today and tomorrow, I now move, Mr. Chairman, that you, on behalf of this Committee, communicate forthwith with the Minister of Manpower and Immigration, the government house leader and the other house leaders of the parties in the House of Commons, asking them to postpone consideration and discussion of Bill No. C-220 until we have heard the briefs on this particular bill and the White Paper and that we be given the opportunity to make known to the House of Commons in debate the representations, views and concerns expressed by delegations to our Committee.

Mr. Régimbal: I second the motion.

The Joint Chairman Mr. Klein: Motion by Dr. Haidasz and seconded by Mr. Régimbal. I think, with due respect, that since the bill is before the House of Commons, the motion ought to be seconded by a member of the house.

Senator Hnatyshyn: I am not seconding it.

The Joint Chairman Mr. Klein: Does anyone want to speak to the motion?

Mr. Dinsdale: Mr. Chairman, as you know I arrived only this morning—

The Joint Chairman Mr. Klein: You are speaking to the motion?

Mr. Dinsdale: I am speaking to the motion, yes. One of the reasons for the delay in my arrival was because this important bill respecting immigration was before the House. Since arriving at this Committee I have had

the opportunity to read the brief and I can agree with Dr. Haidasz that some very important points raised in the brief, particularly with respect to security reference to the proposed appeal board, should certainly be heard before the House of Commons completes its consideration of Bill No. C-220. We have had considerable debate on this point. The debate is at the committee stage and, therefore, I would heartily support the motion that has been made by Dr. Haidasz.

The Joint Chairman Mr. Klein: Is there anyone else who wants to speak to the motion?

Mr. Nasserden: Mr. Chairman, without in any way trying to be particularly political, this is one of the things that I could never understand. Why are we sitting here in Montreal this week when we knew that this business was going to come up in the House of Commons?

The Joint Chairman Mr. Klein: I must call you to order and say to you that when these meetings were arranged several weeks ago the business of the House was not, at that time, decided.

Mr. Nasserden: I am not criticizing you, sir,—

The Joint Chairman Mr. Klein: No, I am not suggesting that you are.

Mr. Nasserden: But I am drawing attention to the lack of attention when planning the business of the House.

The Joint Chairman Mr. Klein: Is there anyone else who wants to speak to the motion?

Senator Cameron: Mr. Chairman, I might just say that I was rather surprised that this bill was proceeded with yesterday in the way it was, because if that is to be a practice there is just no use of our sitting here at all. I heartily concur in this resolution.

The Joint Chairman Mr. Klein: Is there anyone else who wants to speak to the motion?

Mr. Badanai: Mr. Chairman, I was with Mr. Dinsdale this morning. I also concur in the motion moved by Dr. Haidasz. It is very, very important that the discussion on the bill should be postponed until all the hearings have been completed here in Montreal, so that we can go back and—

The Joint Chairman Mr. Klein: Excuse me, Dr. Haidasz, did I understand you to say you

are asking that the bill now before the House be postponed until all the hearings of this Committee are completed?

Mr. Haidasz: I ask that the discussion of the bill be postponed until we have an opportunity to return to Ottawa and make known in debate the views of this delegation and other delegations as it pertains to the board of immigration appeals, Bill No. C-220, and that you, Mr. Chairman, so forthwith inform the Minister of Manpower and Immigration, the government house leader and the house leaders of the other parties in Parliament.

The Joint Chairman Mr. Klein: Is there anyone else who wants to speak to the motion?

All those in favour of the motion? Contrary?

Motion agreed to.

Gentlemen, we will now proceed with the matter at hand and Senator—

Mr. Haidasz: Mr. Chairman, since the House will assemble at 2.30, I would hope that just as soon as possible you will make this known to the pertinent people.

The Joint Chairman Mr. Klein: Yes.

Mr. Régimbal: We are in the position where the government is pulling a Landreville on us.

The Joint Chairman Mr. Klein: I will ask Senator Desruisseaux to take the chair while I communicate with Ottawa.

Senator Hnatyshyn: Mr. Chairman, I have just one question with regard to deportation. Are you recommending that those who have been in Canada for five years or more be given immunity irrespective of whether they are naturalized or not? Is that what your recommendation is?

Mr. Zaitlin: Yes, we are in favour of a statute of limitations with certain exceptions and, I think, the exceptions which appear in the act at present dealing with disloyalty and narcotics. We endorse the position taken by the Canadian Jewish Congress that possibly you would want to include war criminals—people guilty of crimes against humanity. But generally we are in favour of a statute of limitations. I may say that in Australia, Brazil and even in the United States to some extent there is a limitation, and five years is the normal period that seems to be acceptable.

The Acting Chairman Senator Desruisseaux: Are there any other questions on this point?

Mr. Régimbal: Not on this point, but I have other questions.

The Acting Chairman Senator Desruisseaux: There is Senator Fournier first and then you, Mr. Régimbal.

(Translation)

Senator Fournier (Madawaska-Restigouche): Mr. Chairman, on page three, you referred to your fears on the subject of false and misleading reports. You mentioned "abuses, and going out of one's way to find fault." Would it be possible to carry out an inquiry, which would be justifiable and acceptable, just a brief inquiry, without indulging in witch hunting?

Mr. Rancourt: In some cases, immigrants, people who wanted to enter this country, have been accused of wrongful intention, of trying to get around the law. The accusations were based upon the way in which these people had answered certain questions, and not upon the fact that these people had such intentions. This is simply a result of their ignorance of the law and not of an intention to mislead. The officer interprets the answers given by the immigrant who is then accused of trying to get around the law. And this is the reason which prevents him from entering the country.

Senator Fournier (Madawaska-Restigouche): Does this happen frequently?

Mr. Rancourt: Yes, fairly often.

Senator Fournier (Madawaska-Restigouche): And you believe that it is mainly because of ignorance of the law on the part of immigrants. Perhaps ignorance is not the right word and lack of knowledge might be more appropriate—

Mr. Rancourt: At least of the law. And sometimes, he will give a vague answer. For instance, an immigrant arrives here and wants a visa to stay for some time, which happened not so long ago. When an immigrant arrives here, he is asked: "Do you wish to remain in the country?" To which he answers: "No, I am only here for a short stay." Some time later, he decides to make an application to remain in the country. The civil servant in charge then accuses him of having tried to mislead the government by stating earlier that he only wanted to remain for a short stay, when what actually happened is

that the person changed his mind. I fail to see how one can accuse someone of wrongful intention or of wanting to get around the law because at a given moment he said: "I am here only for a short stay," and later on, perhaps two, or three weeks, or a month after his arrival, he says: "I want to stay in the country." Some cases have led to abuses on the part of civil servants.

Senator Fournier (Madawaska-Restigouche): Thank you very much, Mr. Rancourt.

The Acting Chairman Senator Desruisseaux: Are there any further questions on the subject?

(English)

Senator Pearson: I have a supplementary to that. In those cases where those people come out for two or three weeks or even for a month for a visit, do they have to go through a medical examination at the port of departure?

Mr. Zaitlin: No.

Senator Pearson: So, in a sense, they only have one medical; that is, they will have to have a medical after they have made application in Canada to stay?

Mr. Zaitlin: Very rarely is there a medical examination in the case of non-immigrants; in the case of visitors. There is always a medical examination as far as immigrants are concerned.

Senator Pearson: Is that not a kind of loophole whereby an immigrant can get into his country by coming in as a visitor and avoiding a medical examination?

Mr. Zaitlin: It has been suggested on a number of occasions that people have been coming into this country ostensibly as non-immigrants—ostensibly as visitors—their real intention being that they wanted to remain here permanently. Some of them have done that, possibly, in order to speed the processing, they hope, of their particular cases. Some of them may have done so in the hope that once they are here in Canada any derogatory information may not come up and, consequently, their chances of remaining in this country would be improved. Have I answered your question?

Senator Pearson: Yes, you have answered it, thank you.

Mr. Dinsdale: I have a supplementary to that. I presume that in recommending the liberalization of action in cases of this kind,

the witness would be agreeable to having such cases meet all the conditions that would be required of an intended immigrant had he been processed in the regular way, including medical examination and all the rest of it?

Mr. Zaitlin: Yes, I do not think that he should be entitled to any special privileges because he happens to be in this particular country. Our recommendation with regard to change of status, the main thrust of it, of course, deals with marriage—bona fide, of course. We do not say that a simulated marriage which is entered into with a Canadian citizen or Canadian legal immigrant should be recognized, if that marriage is entered into for the sole purpose of immigration, but there are many, many cases where people come here as visitors, or are here as non-immigrant students, and fall in love with Canadian citizens and Canadian legal residents and it seems unreasonable to ask them to leave the country, possibly for several months and possibly travel thousands of miles, while their cases are being processed. This does not seem to make sense, at all. We have added undue hardship because there may be other cases that we think should be left to the discretion of the Minister.

The Acting Chairman Senator Desruisseaux: Are there any other supplementaries on this point?

(Translation)

Mr. Régimbal: Mr. Chairman, on the first page of the resolution, where the execution of the expulsion order is dealt with and also the difficulties which might befall the expelled person because of political incidents, etc., are you then still referring to sponsored immigrants, and does this order also apply to visitors, or to refugees? If it does not apply to refugees, I should like to know whether your group has been able to arrive at a definite opinion on this matter.

(English)

Mr. Zaitlin: We believe it should apply right across the board. It should not make any difference whether the person here is a visitor or a refugee. If it is feared that he may be subjected to persecution because of race or political beliefs, he should be granted asylum. We are pleading for the recognition of asylum in this country for cases of that nature.

Mr. Régimbal: Do you have any special experience or recommendations as far as the

ship jumpers, for instance, are concerned? Have you had any particular experience along that line that could be helpful to the Committee?

Mr. Zaitlin: With respect to ship jumpers, where you are dealing with a seaman who has deserted I do not think any consideration should be given unless, of course, he can be classified as a refugee. Under those circumstances, I think that aspect of his case should be considered. If there is a danger that he may be persecuted for his political beliefs or because of his religion, race or some other reason of that nature, then it is our position that he should not be deported. He should be granted a least a stay of deportation and ultimately granted landing here in this country.

Mr. Régimbal: What would be the intermediate status as far as you are concerned? Could we go as far as incarceration?

• (11.10 a.m.)

Mr. Zaitlin: No, he should not be incarcerated. He should certainly be given freedom of movement to the extent that possibly he should be called upon to report, periodically, to the department. The question of deserting seamen is, of course, a very ticklish one because the steamship companies are very much concerned about this situation. In the first place, they are subject to a penalty in the sense that they must put up a certain sum of money to guarantee the cost of detention and the cost that may be incurred in finding these people. In my own personal experience, with cases involving deserting seamen, I have come across many where the seaman has deserted because of conditions on board ship. I have felt in those cases that if there were any responsibility to be assigned for the person jumping ship, the responsibility should be that of the shipping company. I have come across many cases where the shipping companies have not been very circumspect in the people whom they have engaged as seamen and that transportation companies themselves should accept some responsibility. In the United States the steamship companies are often subjected to very heavy fines in cases of ship desertion, running into tens of thousands of dollars.

The Acting Chairman Senator Desruisseaux: Does this satisfy you?

(Translation)

Mr. Régimbal: We have heard evidence during the presentation of briefs, concerning the fear which many immigrants entertain

with regard to government officers, and all the more so as these officers who are representatives of the law, are members of the federal, provincial or municipal constabulary force. Furthermore, on page three, you seem to object, to show a certain anxiety regarding the Minister's intention of setting up an investigation force. I want to be neither the devil's advocate, nor that of the Minister, but do you not believe that the appointment of investigators might be preferable because of the dread that many immigrants have with regard to the police; it would be preferable to substitute an investigator for a federal, provincial or municipal police officer.

(English)

Mr. Zaitlin: I do not think as far as the immigrant is concerned that it makes much difference whether he is being investigated by an immigration officer or by a member of a police force. I think what would upset him is the feeling that he is being snooped upon. The objection we have to permitting the Immigration Department to have its own police force which would be concerned, primarily, with the surveillance of immigrants, is that not only is there a proliferation of other police forces who have been doing this particular job and doing it fairly successfully, but you will have a force that will feel it must do a job. You will have a police force—a group of investigators—who will feel that they must be continually snooping upon immigrants and it is our feeling that a situation of that kind creates a sense of insecurity as far as the immigrant is concerned.

Mr. Régimbal: Does the White Paper recommend the establishment of an immigration police force?

Mr. Zaitlin: No, it refers to the expansion of its present investigative force and we are concerned about it; we may be reading something between the lines which we should not. There is a feeling on our part that the Immigration Department may have in mind the establishment of a police force alongside the existing police forces, solely concerned with the surveillance of immigrants.

(Translation)

The Acting Chairman Senator Desruisseaux: Are there any further questions regarding the brief?

(English)

Mr. Nasserden: I was out for a few minutes and perhaps this question has been dealt

with, but with regard to abuse and exploitation of immigrants by people already in the community, what is the attitude of your organization, as such? If I am an immigrant and I come to you showing that I have been exploited or abused in some way, what would you do for me?

Mr. Rancourt: We would report the case to a service of the Department of Labour and try to have it corrected. Mind you, as a committee we have a staff of only one—we have an executive secretary and that is all. We do not have the funds or the personnel to look after all the rights that are violated every day. We are mainly concerned, as I said at the beginning, with the elimination of discrimination of all kinds and of promoting legislation to prevent discrimination. With respect to other violations of human rights—and there are so many of them—we just refer those cases to a department of the government or to other associations which are concerned with these matters.

Mr. Nasserden: Have you ever thought of hiring a secretary or a lawyer to act on your behalf?

Mr. Rancourt: Give us the tools and the money and you know what we will do. We will really do a job.

We have been asking the provincial government to set up a human rights commission to do that kind of job which is being done in Ontario and should be done here. As I said, it is not so much legislation with which we are concerned; we are concerned with education. We believe that such a human rights committee appointed by the government could do that kind of job of conciliation. When you find a case where somebody is the victim of violation of his rights this commission could step in and try to conciliate.

I think the great majority of complaints that the Human Rights Committee gets in Ontario are resolved by this commission and by conciliation officers of that commission, who settle the complaints between the parties concerned. There are very, very few cases where they have to invoke the law and sue the violator.

Mr. Nasserden: Do you get any grants from any agencies?

Mr. Rancourt: No, we do not. We do not get any grants from anybody.

Mr. Nasserden: Have you asked for any from the agencies?

Mr. Rancourt: The committee is financed by the organization, who are members of the committee, and by the trade union movement which has been supporting this committee. We do not get any money from any other organization of the government. We wish we could get it. We could make use of it.

Mr. Nasserden: You always have to ask first.

Mr. Rancourt: That is a good suggestion.

Mr. Nasserden: Yesterday we had a brief that suggested that in Toronto there were lawyers who had become known as immigration lawyers and who charged anywhere from \$500 to \$1,000 to look after an immigration case. Is there anything of that kind taking place in Montreal.

Mr. Rancourt: I will refer you to an immigration lawyer.

Mr. Zaitlin: Now that I hear the fees that immigration lawyers are getting in Toronto I think I am going to move there and apply for admission to the bar in Ontario.

There are, of course, in Montreal a number of lawyers who have, over the years, achieved a reputation of being particularly knowledgeable in the field of immigration. I do not know what the standard fees are.

In my own particular case, most of the cases that I get are referred to me by lawyers. I am primarily counsel for other members of the bar. The lawyers in the city of Montreal—and whether this is true in Ontario, I do not know—at the present moment feel that the ramifications of immigration law are such that, in the best interests of their client, it requires someone who knows not only the law and the procedure but knows the practices that exist. One of the objections that lawyers have had in the past to the operation of the department is that they did not publish all their regulatory directives. This has been remedied to some extent, thanks, possibly, to the Brent decision of the Supreme Court.

I do not know whether there have been any complaints in the city of Montreal by immigrants who feel that they have been charged too much for their services. This is a matter which, I presume, would come under the jurisdiction of our bar association, and I feel certain that if a complaint is lodged with our disciplinary committee action would be taken to remedy a situation of that kind.

Mr. Nasserden: I have a further question. When we were in Toronto the International Institute for Metropolitan Toronto and a number of other organizations indicated that many

of the problems that are handled by these lawyers who charge \$500 to \$1,000 were not all that complex and could have been handled by some agency that had a knowledge of immigration law. Is there any organization in Montreal here, such as yours, or some other one, that is assuming work such as that?

Mr. Zaitlin: Yes, there are several organizations in the city of Montreal; immigrant aid societies and responsible voluntary agencies in that particular field, as well as welfare agencies; and I may say this, that when a person, for example, is summoned to appear before an inquiry officer he does receive a letter from the Immigration Department in which are listed a number of agencies to which he can go for assistance, such as the Jewish Immigrant Aid Society, or some of the other welfare agencies in the city of Montreal.

What you say is quite true. There are many cases that could be probably much better handled by a representative of an accredited agency than by a lawyer who is not familiar with the normal procedures.

In our brief we make reference to the right to counsel being meaningful. We are thinking, in that particular case, of the special inquiry. We feel that now you are going to have an appeal board, which will be in the nature of a regular court of record, with appeals to the Supreme Court, it is extremely important that these inquiries be full in every respect. We feel that under those circumstances it would be in the best interests of the alien, or of the person concerned, that he be represented by someone who is knowledgeable on immigration law and its various ramifications. Immigration law, after all, is just part of administrative law.

• (11.20 a.m.)

It is not enough to know the Immigration Act and the regulations. There are a number of other statutes that are extremely important and that should be known. For example, the Canada Evidence Act; you have the Bill of Rights and the various decisions handed down by the courts here in Canada, dealing with various aspects of the Immigration Act. Under those circumstances I do think that it is imperative an alien, who is being subjected to an inquiry and who may ultimately be deported, be properly represented by a person who has the necessary expertise; and the kind of expertise that is required is legal expertise.

Mr. Nasserden: I am thinking more of those who are applying to come in than of someone who is under deportation.

Mr. Zaitlin: Talking personally, of my own cases, the only people who come to me initially are people who have problems to start off with. I do not get the mill-of-the-run cases, unfortunately. I am frequently called in after an inquiry has been held and then I find out that the individual was not represented, or was not properly represented, and I have the minutes of an inquiry that require completion when I appear before the Immigration Appeal Board. Certain aspects are not covered, which should have been covered at the inquiry.

Mr. Nasserden: Do these immigration aid societies receive grants from either provincial or federal governments?

Mr. Zaitlin: I do not think they do; at least, not in Canada. In the United States the various agencies are accredited by the department, and in many cases do receive government grants.

Mr. Nasserden: In the opinion of your association...

Mr. Riendeau: May I add a word on this, please?

I am quite familiar with the service given and the financial problem that these social agencies have. In Montreal you have the Service D'Accueil Aux Voyageurs, the Travellers' Aid Societies, the Jewish Immigrant Aid Society...

(Translation)

In Montreal, the "Service d'Accueil aux voyageurs et immigrants" (Travellers and Immigrants Reception Services), the "travellers Aid Society", and the "Jewish Immigrant Aid Society" are very active in the field of human problems and also of problems related to immediate material assistance, and family integration. But where immigration problems are concerned... These agencies have been applying for grants since at least 15 years, and I would be inclined to say that the federal government has always turned a deaf ear to their plea. This question was never given any priority by the federal government and for a good number of years, it appeared as though assistance to immigrants was the sole responsibility of the provincial government.

My experience in this field covers matters as serious as problems of fundamental rights which are tested to the limit when dealing with the deportation of an immigrant. Those agencies cannot replace expert services, like that provided by Mr. Zaitlin, for instance. It is necessary to have recourse to other type of

agencies rather than purely social agencies. I do not think that it would be a solution, when dealing with problems as serious as these, to turn the matter over to those people because in fact, they do not have the required personnel.

(English)

Mr. Nasserden: To finish off my line of questioning, is it fair for me to assume that your organization, as such, thinks that grants to these aid societies primarily for use, as a counselling service to immigrants who might think they have a problem would be a valuable aid, or a necessary one? Perhaps that is a better word to use.

Mr. Zaitlin: We do.

Mr. Nasserden: Thank you very much.

(Translation)

The Acting Chairman Senator Desruisseaux: Do you have any additional questions to ask?

(English)

The Acting Chairman Senator Desruisseaux: Are there any supplementary questions on this?

Senator Cameron: This may have been answered in Toronto, and if it has you can just disregard it.

Has the provincial ombudsman any part to play in a situation of this kind? If so, secondly, are any steps being taken to establish one in this area?

As you know some provinces are in the process of appointing an ombudsman. Do you think that this could be handled by an ombudsman, or would it involve too much work?

Mr. Rancourt: Here in Quebec the provincial government has been thinking about appointing an ombudsman.

The function of an ombudsman is to protect the citizens against the government or the officers of the government. I am not familiar enough with the role of the ombudsman in other countries, where such a function exists, to know if it does extend to the protection of immigrants or would-be immigrants against the decisions of immigration officers. I think we should have an ombudsman. But, then that is something else.

Senator Cameron: The role of the ombudsman would be to see that the law enforce-

ment officers were doing their job in protecting the immigrant.

Mr. Rancourt: The problem is that the ombudsman in the province of Quebec could not interfere with federal officers of the Immigration Department and the immigrants. His duties would be limited to the province of Quebec.

Senator Cameron: We may have to have a federal ombudsman.

Mr. Rancourt: Perhaps a federal officer; and then you would have to state what his functions were.

Mr. Régimbal: Mr. Chairman, since I was the one who brought up the point of order that we try to restrain ourselves and to concentrate on the subject at hand—which might be loosely interpreted as an attempt, on my part, to muzzle the witnesses—I would like to be the one who moves the thanks of the Committee to the witnesses for a brief that was well presented.

An hon. Member: We have other questions. On a point of order,—

Mr. Dinsdale: Am I next, or are you next on the list?

Mr. Régimbal: I will come back after you.

Mr. Dinsdale: I would like to refer to paragraph 5 on page 1. If reference has been made to it before I will forego my questioning, but while I have been present there has been no discussion on this particular point.

The brief is concerned about the decision not to make security cases referable to the appeal board. This subject has been under discussion in the house, as we learned earlier this morning, and the rather firm stand has been taken that security cases should not be referred to the appeal board largely because public exposure of information of a confidential nature would dry up the sources of that information.

Could the witness expand on how this difficulty might be overcome?

Mr. Zaitlin: In the first place might I say that I think that in the minds of the drafters of this particular legislation there is confusion between security matters and primarily police matters.

In our brief we make specific reference to criminal intelligence reports. What we have in mind are possible exclusions, or deportations, on the basis of a person's criminal record. That may not have anything whatsoever to do with security in the true sense of the

word, which deals with matters of subversion, where the welfare and security of the state is involved. It may be, but is not necessarily, involved when you are dealing with a person who has a criminal record. Under those circumstances we certainly feel that where it is not a case of subversion and not a case of security a complete disclosure should be made of the information against the individual so that he may be able either to explain it away or to establish the possibility of mistaken identity.

• (11.30 a.m.)

Security, of course, is an extremely difficult area. The position that has been taken by the government—and quite rightly—is that the welfare of the state is paramount and that if, unfortunately, an individual suffers his welfare must give way to the over-all welfare and security of the state as a whole.

This problem has arisen a number of times in the United States. I keep referring to the United States because they have had a little more experience in this field than we have had to date. It arises there in the case of passport refusals, where the State Department has for security reasons refused to issue passports to certain individuals, has refused to give any reasons for it and has refused to give a hearing on the ground that this would possibly weaken their security intelligence mechanism.

The position taken by the Supreme Court of the United States is that if you intend to refuse the issuance of a passport on the ground that the person is a security risk you must give that person a proper hearing and give him an opportunity to confront the witnesses and to contradict any of the evidence that may be against him. If you feel that the evidence that you have cannot be disclosed for fear possibly of leaking out information dealing with the sources of your information, and that those sources would dry up if that did happen—and this is the Supreme Court talking to the State Department—then you must give this person his passport. Where you are going to deprive a person of a hearing a right that he is entitled to—if you feel that he should not or could not be given a hearing—then, unfortunately, you must extend this particular right, or this particular privilege, to the individual.

Mr. Dinsdale: In other words, you are trying to differentiate between subversion and security.

Mr. Zaitlin: No.

Mr. Dinsdale: Subversion and criminality, would be right.

Mr. Zaitlin: Yes; as a matter of fact, the Immigration Act itself draws a distinction between subversion—security matters, or cases—and cases of criminal conviction. Section 5(d) of the Immigration Act deals with cases of crimes involving moral turpitude, but subversion and members of subversive organizations are dealt with in an entirely different section, section 5(1) and 5(m).

• (11.40 a.m.)

You see, what I personally fear is that people will be deported without any possibility of appeal, purely on the basis of a police report dealing with the fact that the person is alleged to have committed a crime. There have been altogether too many cases where there has been mistaken identity, or where the circumstances involving the particular conviction could be explained in such a manner that relief may be warranted under the circumstances.

Mr. Dinsdale: Thank you, Mr. Chairman. This is a very hotly contested point and I think this further elucidation has been helpful.

[Translation]

The Acting Chairman Senator Desruisseaux: Are there any other questions?

(English)

Mr. Régimbal: Since I last tried, my troubles have been compounded, because now I will be interpreted as not only muzzling the witnesses but also the Committee members.

I do want, on behalf of the Committee, to extend our most sincere thanks—

(Translation)

The Acting Chairman Senator Desruisseaux: In view of the importance of the submitted brief and of the consequences resulting from the study of it, it might be a good idea, before expressing our thanks, to have it printed as an appendix to the minutes of the Committee.

(English)

Mr. Régimbal: Thank you for a presentation that was well briefed, well prepared, well presented and very helpful in every respect. Thank you very much.

(Translation)

The Acting Chairman Senator Desruisseaux: I wish to thank all the members of

this association who came to testify here. We were very pleased to have these gentlemen here and we hope that they will carry on with the good work. Thank you, Mr. Rancourt.

(English)

We are running an hour and a half behind time. We have another brief from Mr. Abelly.

(Translation)

Order, please. I wish to introduce Mr. Abelly. As he has no copy of his brief to distribute, he will read it. Mr. Abelly.

Mr. Abelly: Honourable members of Parliament, Senators, and members of the Committee, I am an ordinary immigrant and I have read in *La Presse* that Mr. Marchand was going to France to try and bring a large number of immigrants over to Canada. Being an immigrant myself, and acting on my own initiative. I wrote a letter to Mr. Marchand informing him of my impressions and, in a way, I wanted to try to put certain ideas to him which he could possibly turn to account with a view to encouraging French people to emigrate to Canada.

So I wrote the following letter to Mr. Marchand:

As a result of your recent visit to France which was reported by radio, television, and the local press, and more especially as a result of your statements seeking the reasons why French immigrants do not feel at home in Canada, I take the liberty of sending you this letter containing my personal conclusions as a French immigrant, together with those of four other members of my family, also French immigrants, who arrived in Canada either before or after me.

We feel that, first of all, it is essential to combat, in France the unfavourable prejudices about Canada which exist and which claim that Canada does not come up to expectations, these opinions being spread by immigrants who return to France disappointed, having been unable to adapt themselves to life in Canada. In order to do this, allow me to suggest:

- (a) adequate documentary advertising in the main daily newspapers in France, by means of reply-coupons to be returned to the immigration offices in Paris, Marseilles, and Bordeaux which will, in return, send suitable documen-

tation to provide objective information to prospective immigrants. At the present time in France, Air Canada is doing useful work in this connection by distributing very interesting leaflets, maps, etc.;

(b) colour films suggesting holidays in Canada, showing fishing, hunting, and especially camping and skiing in Canada, would be useful if they were kindly made available free of charge to plant committees and ski clubs in large French factories;

(c) with advance press and radio publicity, meetings organized to show the same kind of films would be offered free of charge to the public by the immigration offices in all major French centres. No boring lectures, but distribution of leaflets, during these meetings.

2. Then again, it would be desirable:

(a) to expedite and facilitate visa formalities to the maximum, especially at Marseilles where it is out of the question to ask applicants for immigration to pay the cost of medical examinations, X-rays, etc., which are always expensive, and even more so when a whole family is involved;

(b) to offer applicants for immigration the possibility of not paying for their journey until one year after their arrival and then in monthly instalments. And we do mean "offer".

3. to create a permanent reception service at Dorval Airport where charming French-Canadian hostesses, presenting a radiant introduction of Canada, could distribute to the immigrants a plan of the city of Montreal, stamped postcards, a packet of cigarettes, matches, the day's newspaper, Canadian specialties (pastries), a newcomer's guidebook (see paragraph 7), all presented in a handsome travelling-bag.

These are mere details, of course.

4. to open a lodging centre in Montreal where the French immigrant could live free of charge for three months. He would be taken there immediately on arrival.

Absolute cleanliness would prevail in the lodging centre which would contain rooms (maximum capacity-four persons) showers, washrooms, toilets, telephone, etc., and possi-

bly family rooms, a reading-room equipped with a television set would be placed at the disposal of the immigrants, and a non-transferable entry card would be given to them.

5. On his arrival a free, non-transferable pass for public transport, enabling him to use the bus service and the underground at will, valid for three months, would be given to the immigrant in order to make it easier for him to look for employment.

6. The National Immigration Service at 305 Dorchester Boulevard would be modernized, mechanized, and enlarged, and care would be taken to see that it was staffed by very understanding persons. Since it sometimes takes several days merely to be processed by this service, and since patience is not usually the Frenchman's greatest virtue, he often experiences in this office a feeling of being abandoned, and an acute immense distress when faced with the long and uncomfortable wait, the suspicious attitude of some officials and the impression of futility and incomprehension given by this organization which often, sooner or later, cause the new arrival to make plans to return home since he had believed that once in Canada he would finally be rid of the excessive French bureaucracy once and for all.

7. With regard to the newcomer's guidebook mentioned in paragraph 5, it should first and foremost be an informative guide of the simplest possible kind, to help the immigrant combat possible bewilderment in his new surroundings.

In order to do this, it would be necessary:

(a) to demonstrate the insignificance of distance today and particularly in the future. Today: Paris-Montreal in six and a half hours; five years from now in two and a half hours;

(b) any letter mailed in the farthest corner of France, in Nice, for example, takes less than two days to reach its destination in Montreal;

(c) facilities for sending telegrams;

(d) possibility of using the telephone at any time; (so expensive and difficult to do in France where there are only five million telephones for fifty million people, while in Canada there are seven million for twenty million people).

The rate for calls to France being \$12 for three minutes (and less expensive by night rate), in all cases you have to wait only fifteen or twenty minutes to be connected with loved ones left behind in France;

- (e) to emphasize the fact that, contrary to French practice, no written request is required beforehand to take a driving test; that candidates can take the test by presenting themselves at the Place Crémazie or any other office with \$5 for the examination fee and \$5 for renting a car;
- (f) suggest to the immigrant that he spend his Sundays and free time usefully by making visits free of charge, in Montreal amongst other places, to the botanical garden, the Museum of Modern Art, etc.;
- (g) stress the asset which mastery of the English language will give him, and the fact that it is taught free of charge at night school;
- (h) tell him that if his behaviour does not prevent it, today's immigrant will be able to become a Canadian citizen in five years, with all the attendant advantages it entails.

We know that this is asking a great deal, nevertheless we should be happy if the application of such measures could help future immigrants to feel at home in Canada so that they can say: *Ubi bene, ibi patria*. (A man's homeland is where he is happy.)

I suppose you must consider these to be mere details. When an immigrant arrives—now I am speaking of my personal experience—there are many little details and they all add up. Thank you.

Senator Fournier (Madawaska-Restigouche): Have you had a reply from Mr. Marchand?

Mr. Abelly: Yes, sir.

Senator Fournier (Madawaska-Restigouche): May we have the Minister's reply read Mr. Chairman?

Mr. Abelly: Ottawa, August 15, 1967.

Do you want me to read it?

The Acting Chairman Senator Desruisseaux: Yes.

Senator Fournier (Madawaska-Restigouche): It can be included in the minutes.

Mr. Abelly:

Dear Mr. Abelly,

In the absence of the Minister, I acknowledge receipt of your letter of August 10 which I shall bring to the attention of Mr. Marchand when he returns to the office. The problems which you raise about French immigration to Canada as well as the recommendations which you make to remedy them seem to fall well within the framework of the enquiry which the Minister has in mind. The details of the procedure of this enquiry are at present under study by a group of departmental officials. At the request of the Minister, I will bring your letter to their attention.

Yours, etc.,

Senator Fournier (Madawaska-Restigouche): I think you might say that the Minister's reply is very favourable to several of your recommendations.

Mr. Blouin: Have you had interviews with the Minister or departmental officials as a result?

Mr. Abelly: No.

Mr. Blouin: Have you not been asked or called for an interview?

Mr. Abelly: No, the first call I received was for today.

Mr. Blouin: That is the only reply you have received up to now. A little while ago, when reading your brief you mentioned that the offices in France should provide information. The Government has opened offices, for example, consulates in Bordeaux and Marseilles.

Mr. Abelly: Yes.

Mr. Blouin: In your opinion, does that help the immigrant?

Mr. Abelly: Yes, it does help the immigrant, but at the consulate in Marseilles for instance, the immigrant must produce X-ray and medical examination certificates, and this creates additional expense for him. For example, if you take the case of two people from Nice who go to Marseilles to be accepted by the immigration authorities, it costs them about \$60. And that is for only one day.

Mr. Blouin: Does the French immigrant have to pay for his medical examinations?

Mr. Abelly: Yes.

Mr. Blouin: His medical examinations are made at his own expense?

Mr. Abelly: Yes. And then again, take the case of people who do not live in the city itself, who do not live in Marseilles, for the Marseilles office, let us take the case of people who live in Nice; they have to lose a day's work, and if they are husband and wife, that makes two persons to consider. Then they pay for transportation to Marseilles, and they pay their own medical expenses, visits, and so on; and that is \$60 right away. I am counting the cost for two persons.

Now in the case of leaflets sent out by the consulate in Marseilles—

Mr. Blouin: Is it a consulate?

Mr. Abelly: Yes. An immigration office. In these leaflets there is generally no explanation of the kind of life you can expect here, they should be much more explicit. For example, not enough mention is made of the handicap of not knowing English.

• (11.55 a.m.)

Mr. Blouin: According to you this is not mentioned in the leaflets?

Mr. Abelly: I have a friend who used to live in Toulouse and who wanted to come. He wrote to me asking: "What do you think of Canada?" etc. I told him: Make enquiries first with the embassy in Paris. You will receive some information. He did receive the information. He told me that he did not get sufficient information over there and said: "Write to me and tell me exactly what life is like over there".

Mr. Blouin: Therefore, in your opinion, this advertising does not contain sufficient information?

Mr. Abelly: No.

Mr. Blouin: On Canada.

Mr. Abelly: Well, they do give some information.

Mr. Blouin: Not enough?

Mr. Abelly: There are some people who are not interested in the number of hundred-weights of goods sold last year. Well, that is not what interests them. They would be more interested in finding out how much bread is going to cost, or how much cigarettes cost, or how much it will cost them to make a telephone call to France once they have arrived here, or to send a letter or a telegram. This is useful information.

Mr. Blouin: You mean comparisons in the cost of living.

Mr. Abelly: Yes, that is right, comparisons in the cost of living. Or again, for instance the Canadian winter. I imagined that during the Canadian winter the temperature would remain at 30 below for six months. I had to spend a winter here to realize that such cold lasted maybe one or two days.

Mr. Blouin: So you were mistaken?

Mr. Abelly: Yes, I was mistaken.

Senator Fournier (Madawaska-Restigouche): Mr. Chairman, I should like to ask another question.

Do you believe it to be important for an immigrant from France to know the English language before arriving in Canada, even in the province of Quebec?

Mr. Abelly: I can quote you the cases of my brother, my friends, my sister-in-law, and myself. I would not say that you are lost without English, but it is used a great deal.

Senator Fournier (Madawaska-Restigouche): You are almost lost. It would be preferable to be bilingual.

Mr. Abelly: Yes, I would very much like to be bilingual, but, well, that takes time. Take "La Presse" in its classified advertisements there is nothing which does not require bilingualism. It is really an enormous problem, because there are people who have the qualifications and whose only shortcoming is that they are not bilingual. Their only shortcoming is that they are not bilingual. For that very reason they are rejected.

Senator Fournier (Madawaska-Restigouche): Do most of the French immigrants come to the province of Quebec, Ontario, the West or the Maritimes?

Mr. Abelly: I think they come mainly to Quebec.

Senator Fournier (Madawaska-Restigouche): Especially to Montreal?

Mr. Abelly: Yes, especially to Montreal.

Mr. Prud'homme: So, someone living in the province of Quebec who was not bilingual would not have a very promising future?

Mr. Abelly: No.

Mr. Prud'homme: That is definite.

Mr. Abelly: Yes, it is.

Mr. Prud'homme: Well!

Mr. Abelly: If you take a person with a certain number of qualifications, he is going to be paid \$4,000 because he is not bilingual (I am giving an approximate figure). And then if this same person with the same qualifications only knew English as well, I guarantee you that his salary is going to be at least \$6,500 because he is bilingual.

Mr. Prud'homme: Your experience has not shown you that the same is true of the reverse?

Mr. Abelly: What do you mean?

Mr. Prud'homme: For an English person.

Mr. Abelly: No, when you make a telephone call, they ask if you speak English, obviously, because you are speaking French. I do not know if the same thing would apply to an English person.

Mr. Régimbal: Is your experience limited to a particular environment in the exercise of a particular profession? What is your profession?

Mr. Abelly: At the present time I am an instructor in a sheltered workshop for exceptional children. Obviously there you are not required to speak any English at all.

Mr. Régimbal: Well, that is what matters. I would be pleased if you could be more specific, because this is perhaps not the case in all fields. But, in your opinion, would this handicap exist in all fields of employment?

Mr. Abelly: Well, you cannot say that it is the case everywhere, because my own case is an instance of the exact opposite. Take the case of a technician arriving here. One of my friends is a technician who arrived here and was employed by *Canadian Marconi*. But in order to get this job he had to be bilingual. What did he do? He took an *Assimil* text, wrote out a page of English which he read over the telephone making them believe he was bilingual. He was hired. After three months they realised that he was not bilingual, they really noticed it and he was dismissed. They told him: "You are not bilingual". They dismissed him. However, he has as many qualifications from the technical stand point as any other person.

Mr. Blouin: Was this young man able to find employment elsewhere?

Mr. Abelly: He was given a position in another department of this company, as it happened, but he was given a lower salary. It comes back to what I was saying a little while ago. He was getting a salary of approx-

imately \$7,500; it has dropped to \$4,000. He went to work in another department, it is not the same thing at all as working on TV's Channel 12.

The Acting Chairman Senator Desruisseaux: Are there other supplementary questions?

(English)

Mr. Nasserden: It is not a supplementary; it is on a different point.

The witness said something about immigrants from France failing to adapt to Canada and returning to France.

To your knowledge, has there been a great number of people from France who have come to Canada and actually returned to France?

(Translation)

Mr. Abelly: They do a great deal of harm because when they go back, naturally, they talk to all and sundry about it, and that is really very bad publicity. For my part, I would like—I am speaking for myself—I would like to see these people helped. On arrival the immigrant is confronted with a host of problems: for him, mailing a letter is a problem; making a telephone call is a problem; anything is a problem. So, if only someone would help him—I am speaking to you from the individual's point of view, not the administrator's—if he were to be given something, helped a little, many more would remain here.

(English)

Mr. Badanai: Mr. Chairman, as I understand Mr. Abelly's brief he would like to have better facilities in France for prospective immigrants.

Are you trying to convey to this Committee that the Canadian immigration facilities are lacking, or not sufficient to attract a greater number of French immigrants to Canada?

(Translation)

Mr. Abelly: No, I do not think there are enough offices, and I also think that the advertising is poor. If you can call it advertising. The French suffer from over-protection, do they not, everyone knows that there is social insurance, holidays, leaves, etc. Then, when you want to leave, when you go to make your application, first of all you are asked if you can pay your passage. In most cases (it was so in my case), people might

think that they are going to be refused a visa if they say that they cannot pay their passage.

Then again, there are some things that you are not told which you learn here by hearsay, so to speak, e.g. about the unemployment benefits which you have a right to expect, that an immigrant has a right to expect. Personally, I never received anything, yet I remained out of work. I afterwards learned that it was given out, but no one had mentioned it to me. I think that that is wrong.

In another connection, there is the matter of sickness-insurance, for instance. The immigrant who arrives here should have a right to know, to be aware of what to expect. You came here and then you say to yourself: "If I am ever ill, what will happen to me? What will I do? Where shall I go? Who is going to pay the hospital bills?" It is really a problem. This should be clearly explained. First of all, medical expenses should be abolished. The immigrant should be told: "We are going to bring you over, you will pay your passage after you have been here a year, you will have your sickness and accident-insurance and so on paid for."

After all, you have to bear in mind that immigrants are people who leave behind everything they own, and they often leave with a feeling of insecurity. Even so, they should know what to expect. Because this is the twentieth century we are no longer in the pioneer era, that is over. What Canada needs now, I think, is technicians. Now, they are the very people who no longer have the pioneer spirit, they no longer have the aggressive nature which a pioneer coming here might have had in say the seventeenth or eighteenth century. All that is over. Today, people have progressed and for that very reason are less prepared to resist all these little things.

(English)

Mr. Nasserden: Mr. Chairman, I have a comment to make on this last statement about pioneers. There is still a lot of pioneering to be done in Canada, and anyone coming to Canada, whatever job he wishes to take, should consider that he is starting a new chapter of his life and that he is going to come up against some obstacles that he perhaps did not expect when he came and, perhaps, some that he did not meet in his own country. I cannot help but feel that the day of the pioneer is still very much with us. It may not be in the back woods, but it is still with us, even in the city of Montreal.

Mr. Abelly, you referred to people who returned to France. Were they highly trained people, or untrained people?

(Translation)

Mr. Abelly: I will tell you about the case of an engineer who returned to France, for example, because I know him. He could not find employment here because of the problem of equivalent qualifications. That is another problem too. When you are an engineer, for instance, if your school is not recognized by the *Corporation des ingénieurs du Québec* (Quebec Corporation of Engineers),—I am speaking about Quebec because I do not know how it is elsewhere—if your school is not recognized by the Quebec Corporation of Engineers, you have to rewrite your examinations. So, while you are waiting, you have to take a job as a technician or something. You are no longer judged on your proper merit.

(English)

The Acting Chairman Senator Desruisseaux: I am sorry; he is not finished.

Mr. Nasserden: This problem about qualification has come up all across Canada, in all the provinces, not only in the province of Quebec. You mentioned a number of things such as the desirability of having hostesses at the airports dishing out donuts, and so on. We would all be glad to have French Canadian hostesses dishing out do-nuts on our arrival in Montreal—and I am not trying to be funny when I say that.

Mr. Chairman, what I want to put on the record here is that this underlines the need for our provincial governments and our local organizations—fraternal organizations, patriotic organization and immigrant aid organizations—to provide more in the way of welcome and services to people coming in at the various points of entry throughout Canada.

This is something that cannot be done, in my view, by the direct intervention of the Immigration Department, but perhaps they can help somehow by way of grants, encouragement or publicity. I recall hearing that during the early days of immigration in western Canada a great many organizations played quite a part in welcoming immigrants who came in during the great wave when, I believe, Sir Clifford Sifton was the Minister of Immigration. My friend here, Senator Pearson, could tell you more about that than I. I think that this is something that has to be done on

local initiative and primarily with the encouragement of the provincial government.

Mr. Dinsdale: Mr. Chairman, could I get in on a supplementary?

The Acting Chairman Senator Desruisseaux: Mr. Prud'homme is first on a supplementary.

Mr. Dinsdale: I have been trying to get in with a question for a long time.

The Acting Chairman Senator Desruisseaux: Yes, I understand that; but there have been too many supplementaries.

• (12.10 p.m.)

(Translation)

Mr. Prud'homme: I shall be pleased to let my colleague, Mr. Dinsdale, ask a supplementary question.

The Acting Chairman Senator Desruisseaux: Thank you, Mr. Prud'homme.

(English)

Mr. Dinsdale: This is supplementary to what Mr. Nasserden has just been discussing.

The witness has indicated that the initial shock is the lack of the warmth of welcome at the initial point of contact.

Now, Mr. Abelly, is that initial shock not soon overcome when you make contact with the community? Is not the atmosphere in the province of Quebec, for example, congenial to someone with a French-speaking background? As soon as you make contact with the community do you not find that you begin to feel at home?

(Translation)

Mr. Abelly: Since there are many more people in France, you are in much closer contact with people. But here, it takes time to really get to know people. Personally I have nothing but praise for Canadian hospitality, except that it took time for me to become accepted. I do not think that the Canadian is as, I cannot find the right word...

An hon. Member: Welcoming?

Mr. Abelly: Yes, I think that is it, in every respect, whether it be in a restaurant or anywhere. In France when you go into a bar you can argue, or talk, and you find it easier to offer a drink to the owner who, in turn, will offer you a drink. There is contact, mainly because there are 50,000,000 people, so it is normal you have to be much closer to each other. I do not know if that answers your question.

(English)

Mr. Dinsdale: Perhaps I could approach it this way: Is the immigrant from France under the impression that the way of life in Quebec, for example, will be more compatible with the way of life of an immigrant from France than it actually turns out to be? Is that true? Are there two ways of life, or of cultural background? Is modern France, for example, more sophisticated?

An hon. Member: Or vice versa?

Mr. Dinsdale: Mr. Nasserden got on to this point of the frontier still existing in Canada. We are a frontier society, whereas old France has moved long past the frontier? Is this the basis of the problem?

(Translation)

Mr. Abelly: The French do not really have any pioneer spirit, I do not think so, no.

(English)

Mr. Dinsdale: I have one more question and then I shall...

The Acting Chairman Senator Desruisseaux: Is this a supplementary?

Mr. Dinsdale: It is very supplementary, yes. You have suggested that Canadian publicity in France is not presenting a very accurate image. In recent years we have been doing extensive tourist promotion. Is this not making the right impact on the French public?

(Translation)

Mr. Abelly: Yes, that affects Frenchmen, you might say. But if you want French immigrants to come, you have to give them information first of all about the sort of life to expect in Canada. And then, as I said a moment ago, you have to help them and make a favourable impression on them by telling them, you will definitely have this, that and the other thing. It is rather like an adventure when you go, you are leaving everything behind, even if you have a job, even if this job pays less than you expect to be making in Canada, even so, it is an adventure.

In my own case, I did not know that there was unemployment insurance, I did not know there was health insurance, I did not know anything. I really had to want to leave.

(English)

Mr. Dinsdale: Are you suggesting that the sort of tourist promotion that is taking place in France now does not give an accurate picture of life in Canada?

(Translation)

Mr. Abelly: No, tourist advertising, I think it is done only by Air Canada. I have never seen anything else.

(English)

Mr. Dinsdale: We have now a tourist bureau in France.

(Translation)

Mr. Abelly: I do not know. Personally, I looked up a lot of information on Canada, but I never saw any advertisements other than those of Air Canada.

(English)

Mr. Dinsdale: I pass, Mr. Chairman.

(Translation)

Mr. Prud'homme: Would you care to comment on a statement which is commonly heard in Quebec, particularly among French-speaking Canadians, to the effect that the French do not emigrate. You hear this in many circles, is it true or false?

Mr. Abelly: Yes, it is true to a certain extent. As I just said, first of all, France today is under a totalitarian system and secondly, this corresponds...

Mr. Prud'homme: We will not go into the details.

Mr. Abelly: No, of course not.

Mr. Prud'Homme: Let us not discuss politics.

Mr. Abelly: No, no. But anyway, what I mean is that this corresponds with the French mentality. And then, too, the individual is still protected quite well. In France, I do not think you can actually die of hunger, for example.

Mr. Prud'homme: Nor in Canada, either.

Mr. Abelly: Nor in Canada either, but you have to know this. Because there is insurance, sick leave, etc., you feel completely protected. So, since few French emigrate, I would say they are perhaps not overly courageous.

Mr. Prud'homme: Do you feel that the atmosphere in Quebec today encourages immigration, particularly French immigration? Are people, in general, friendly? You have heard of the book entitled: "Les Maudits Français" (Damned Frenchmen). You know

about this, it was written in Quebec, it showed a certain feeling anyway. Assuming that this feeling exists, have you personally experienced something of the sort in Montreal?

Mr. Abelly: In all honesty, I have always been treated very well, by both English and French speaking Canadians. I can assure you frankly that from this point of view, I cannot complain, nor can my friends. There are a few little things, for instance at 305 Dorchester Boulevard, there were some civil servants who, well, they were civil servants, let us put it that way. They sit there chewing gum... I do not want to...

Mr. Prud'homme: One last question. Are you aware of the main difficulty which the Canadian government has in France, concerning immigration, the fact that all advertising is illegal? We are not allowed to ask people to emigrate.

Mr. Abelly: I learned this only after writing this letter in August.

Mr. Prud'homme: We are not allowed to encourage immigration.

Mr. Abelly: No. Anyway, I think there are people who are interested in Canada just the same, people who want to come to Canada. You have to provide information for these people. When they come to the embassy to inquire about emigrating, you have to give them some information, particularly. As I mentioned, it takes three to six months to get a visa.

They should offer, yes offer to let potential immigrants postpone paying for their passage until a year after their arrival, in monthly instalments. I say offer, because in my own case, I was not offered this.

Mr. Prud'homme: I see.

Mr. Abelly: No, I most certainly was not offered this. And I thought, as I said just a moment ago, that if I wrote to say that I could not pay my passage, I would not get anything and I would not be able to go.

Mr. Prud'homme: My last question. If we changed our attitude towards immigration, could we change the old adage that the French do not emigrate?

Mr. Abelly: Yes, possibly.

Mr. Prud'homme: Possibly.

Mr. Abelly: Yes, I think so. However, the important thing is, I have said it before and I will say it again, you have to explain things.

The Acting Chairman Senator Desruisseaux: I am glad that the members of the Committee have been lenient with me when I tried to raise points of order on several occasions as to interpretation, whether something is or is not a supplementary question. I have refrained from doing so, since we can manage here anyway. The next question is a supplementary question from Senator Fournier.

Senator Fournier: Mr. Chairman, my question is not precisely a supplementary question.

The Acting Chairman Senator Desruisseaux: Then, if you do not mind I will call upon Senator Pearson to come in on a direct question.

(English)

Senator Pearson: I just wanted to know if the witness realizes there is a much larger part of Canada outside of Montreal and Toronto? It may be that the people from France do not realize that Canada is a big country.

If you land in Montreal or Toronto these are large metropolitan areas where, as a rule, you will find a very cold atmosphere. You have to go out into the smaller areas, especially in western Canada, to sense the community spirit, where everybody is willing to help somebody to get started. In a city as large as Toronto or Montreal, which are only a small part of Canada, you will find that things are very different and that it is almost impossible to get started on your own. You have to have help from the different associations.

(Translation)

Mr. Abelly: I realize this quite clearly and, as a matter of fact, I am extremely sorry that I cannot visit Western Canada more often. Since I cannot speak English, it would be like another emigration and this is already my third. And then there is the problem of distance. Just to go to Regina, for example, you would have to leave your job, go to a hotel. By the time you get there, you have already spent too much money.

The Acting Chairman Senator Desruisseaux: Senator Fournier has a direct question and Mr. Régimbal had a supplementary question. Does your supplementary question go back very far?

Mr. Régimbal: I wanted to ask the witness whether the fact that he expresses some fear, that he emphasizes the handicaps, that he anticipates problems, is not at least in part, an indication that the French do not like to emigrate?

Mr. Abelly: That is possible, but actually, what I am telling you is what I have felt, and what I have heard said by my brother, my sister-in-law, my mother, my friends, my uncle. These are people who are here. So, I am more or less speaking for them. I would like to be able to say to my friends in France, who write me: "You can come, this is the way things happen, you will get assistance in such and such a way, you do not have to worry".

Mr. Régimbal: Once the first difficulties are over, does the French immigrant like Canada?

Mr. Abelly: Yes, sir.

Senator Fournier (Madawaska-Restigouche): Mr. Chairman, I am going to make an observation which will be as brief as possible. As I understand it, in France, they use the same advertising to invite a tourist or an immigrant to Canada. Personally I consider these two aspects as different as night and day. Advertising for tourists shows pleasure, fun, and all that. This is not what an emigrant should be learning, do you think?

Mr. Abelly: He can learn this, if you want, but what he really should find out is what sort of a life he can expect, not how to spend three months, because after lying around on the beach, after going swimming, you have to live; you have to live in the winter, you have to live year after year; so, he has to know, for example, the cost of living, he has to know that, in Montreal, for example, he can telephone from one place to another without paying all these little things.

Senator Fournier (Madawaska-Restigouche): That is what I mean. An invitation to tourists does not mention things like that.

Mr. Abelly: No.

The Acting Chairman Senator Desruisseaux: Other questions? I have one which has something to do with this problem. When an emigrant leaves France, is there any hostility to his departure? From another point of view does anyone object to your departure? In what way?

Mr. Abelly: Yes, some people even said I was crazy. These were people who obviously

did not know anything about it. They call us fortune-hunters. Some people think you are a dreamer. You have to fight this resistance. Then, there are family questions. If you are married, there is your mother-in-law, your father-in-law and they do not want their daughter to go, because it is far away and then it will be expensive to visit her and she will not be able to come back every year. All these things do hold you back somewhat.

Mr. Régimbal: There is no political opposition?

Mr. Abelly: No. Myself for example. I am an anti-Gaullist it was precisely because I wanted to get away from this atmosphere that I left. But, no, there is no pressure, I am sure of it.

The Acting Chairman Senator Desruisseaux: Any other questions?

(English)

Mr. Nasserden: When did you come to Canada?

(Translation)

Mr. Abelly: Almost two years ago.

(English)

Mr. Nasserden: I believe the Quebec government has set up an immigration office in France, have they not? Was it since or before that?

Mr. Blouin: Yes, that was opened by the Canadian government. There is an office in Bordeaux and one in Marseilles.

The Acting Chairman Senator Desruisseaux: The Quebec office, or Quebec House. Reference is now being made to immigration in Quebec.

Mr. Blouin: Yes.

The Acting Chairman Senator Desruisseaux: Is that what you mean?

• (12.30 p.m.)

Mr. Nasserden: They set that up not long ago, did they not?

Mr. Blouin: Yes.

The Acting Chairman Senator Desruisseaux: Senator Cameron?

Senator Cameron: Mr. Chairman, this is not so much a question as an observation.

I have been very interested in Mr. Abelly's statement. It runs contrary to my conception of Quebec and particularly Montreal. As you know, since the war thousands of immigrants have come to settle in Montreal from all over the world, particularly people in the arts. I had the feeling that one of the reasons they settled in Montreal in such large numbers, and made such a distinctive contribution to Canadian culture in the last 10 or 15 years, was that they found in Montreal a climate more comparable to that which they had left than they would find in other parts of Canada.

If we accept Mr. Abelly's statement it would seem to belie that impression. This is a rather new assessment of Canada from the viewpoint of a newcomer.

There is no question that we owe a great deal to the people who have come to this country in the last few years, and we know what they have done in Montreal. They have given a new vitality and life to this particular part of the country and they have done the same thing in Toronto; but I think we must make this distinction—and it has been mentioned today by both Senator Fournier and Mr. Nasserden—that there is a difference between tourist publicity and publicity for people who are going to come to live and to work here. I would not be at all surprised to find that the kind of publicity designed to attract tourists is not the kind that would necessarily inform possible immigrants to the extent that it should.

The Acting Chairman Senator Desruisseaux: Thank you.

(Translation)

Is it the wish of the Committee that the statements Mr. Abelly has made and read here be included as appendices as well?

I might mention to the members of the Committee that we are to meet this afternoon, at two o'clock. We are quite a bit behind schedule. So, if someone would move adjournment.

(English)

Some hon. Members: Agreed.

Mr. Nasserden: In moving it I would like to thank the witness for having given us what I consider to be some valuable information.

The Acting Chairman Senator Desruisseaux: Thank you, sir.

(Translation)

Mr. Abelly: I would like to thank you too.

AFTERNOON SITTING

Thursday, February 23, 1967

• (2.10 p.m.)

The Joint Chairman Mr. Klein: Gentlemen, I would like to make an announcement with respect to the motion that was made this morning in which I was directed to communicate with Ottawa and ask that Bill No. C-220 be postponed until the Committee gets back and can report the recommendations of the brief from the United Council on Human Rights. I am pleased to advise you, gentlemen, that I spoke to Mr. Munro, the Parliamentary Assistant to the Minister of Manpower and Immigration and I have his assurance that the Minister will stand clause 1 of the bill until Monday of next week. I think that should satisfy the meaning of the motion this morning. If that meets with your approval we will leave it at that. Is it agreed?

Some hon. Members: Agreed.

Senator Fournier (Madawaska-Restigouche): Mr. Chairman, on a point of order, please. This morning we agreed to attach to the record, a document which was not a part of the brief. Since this document is of a nature which leaves a great deal to be desired, I would recommend to the Committee that it be not printed, as recommended by the Committee, but be held in the files until such time as this Committee has time to give this matter a second look. I am referring to what I might call the "immigrant homes" that are used when there are some difficulties.

The Joint Chairman Mr. Klein: Does the Committee understand the meaning of this? There was a list referred to by one of the witnesses this morning on which certain institutions were listed. The suggestion now is that it be allowed to be filed in the record but not be made a part of the proceedings until further information is obtained. Is that your suggestion?

Senator Fournier (Madawaska-Restigouche): Until we have time to study it.

The Joint Chairman Mr. Klein: Is that agreed, gentlemen?

Some hon. Members: Agreed.

The Joint Chairman Mr. Klein: We are very pleased to have here today the represen-

tatives of the Chamber of Commerce of Canada. I am very pleased to introduce to you now the Chairman of the Executive Committee of the Canadian Chamber of Commerce who will introduce the other members of his delegation. It is my pleasure to introduce to you Mr. Henry Valle.

Mr. Henry Valle (Chairman, Executive Council, Canadian Chamber of Commerce): Thank you, Mr. Chairman. Mr. Chairman and gentlemen, we are pleased to be given this opportunity to appear before you to discuss the submission of the Executive Council of the Canadian Chamber of Commerce on the White Paper on Immigration.

First, by word of explanation, the Executive Council is appointed by the national Board of Directors of the Canadian Chamber of Commerce, the governing body, to carry on the ordinary business of the chamber in between meetings of the board.

The Canadian Chamber of Commerce is the national voluntary federation of over 850 community Boards of Trade and Chambers of Commerce (the two terms are synonymous) throughout Canada. These community boards and chambers are established to promote the progress of the communities and districts in which they operate and to work for good legislation at all levels.

This brief is based upon the policy of the chamber which was approved at the 37th annual meeting held in Edmonton in October, 1966.

I would now like to introduce to you the members of the delegation. First, on my immediate right is Mr. Maurice Labelle, who is Chairman of the chamber's committee on citizenship and immigration. The other members of the committee are, starting at the far end, Mr. M. F. Auden of Toronto; Mr. J. D. Wiedrick of Montreal; Mr. F. W. Beal of Montreal; Mr. J. Therien of Montreal; Mr. J. L. Bertrand of Montreal; Mr. Jules Caouette of Montreal; Mr. S. M. Gossage of Montreal; Mr. H. F. Scofield of the Canadian Chamber of Commerce and Mr. Corning of the Canadian Chamber of Commerce on my immediate right, over here. My name is Valle. I am Chairman of the Executive Council of the Canadian Chamber of Commerce, as I mentioned previously.

Mr. Chairman and gentlemen, I would now like to ask Mr. Labelle who is Chairman of the chamber's committee on immigration, to present our brief to you.

Mr. Maurice Labelle (Chairman, Citizenship and Immigration Committee, Canadian Chamber of Commerce): Thank you very much, Mr. Valle. Mr. Chairman, we are pleased to say that the Canadian Chamber of Commerce strongly endorse the policies put forward in the White Paper. I would like, at this stage, to read to you the submission made by the Canadian Chamber of Commerce, its policy on immigration.

Since 1961, the Chamber has annually endorsed and put forward as its Statement of Policy on Immigration the following three recommendations:

- (a) that the Government actively ensure a greater and more continuous flow of desirable immigrants to Canada, as a consistent policy.
- (b) that a program be developed and maintained to ensure that a true picture of Canada and Canadian opportunities is kept at all times before the source countries.
- (c) that efforts be made to attract and secure immigrants with special skills by offering employment opportunities to be arranged through direct contacts with Canadian employers assisted, wherever possible, by Chambers of Commerce and Boards of Trade and other community organizations.

The first recommendation is in the opinion of the Executive Council fully met by the White Paper, the spirit of which as outlined by the Minister, "is expansionist and proposes the basis for a steadily active immigration policy adapted to Canada's manpower needs for economic growth."

The word "desirable" in the Chamber's recommendation is interpreted to mean immigrants who are skilled, if at the time this is the main manpower requirement of the country, and/or unskilled immigrants when Canada is faced with a shortage of this kind in its labour force.

The second recommendation requesting the development and maintenance of a program insuring that a true picture of Canada and Canadian opportunities be kept before the source countries at all times is, in the opinion of the Executive Council, reflected in the Immigration Department's planned program to increase Canada's effort to attract qualified immigrants and to explore new sources. The proposal to recruit and train more and better qualified overseas immigrant selection and counseling officers as well as the stepping up

and improvement of promotional and advertising activities should provide the best factual view of this country and its opportunities.

•(2.20 p.m.)

The third recommendation proposing a scheme whereby Canadian employers make direct contact with immigrants possessing needed special skills does not appear to be directly dealt with in the White Paper although the Executive Council is aware that this is presently being done to some extent. We believe that increased activity in such a program would be beneficial in fulfilling Canada's manpower requirements.

The Executive Council has given careful study to the White Paper and as stated at the beginning of this brief, we are in general agreement and pleased with its intent and contents. There are, however, a number of points upon which we would like to comment and we note them as they occur in the text of the White Paper.

Page 10—Paragraph 16:

The professional associations, trade unions and provincial licensing authorities, as mentioned, should be required to make available to the Immigration Department, their standards of qualifications, very clearly stated and translated accurately into whatever languages the Department requires these translations. These standards must be made clear to the intending immigrant—perhaps the associations named could provide this service for, and under the jurisdiction of, the Immigration Authorities. The immigrant then should have no misunderstanding of what is required of him.

Page 13—Paragraph 27.

In recognizing the problems outlined in this section of the lack of requirements of any standards of education or skill on the part of the dependents of sponsored immigrants, the problem facing Canadian educational authorities is of immediate concern. Are the schools ready to receive children, speaking various tongues who may have no knowledge of French or English? If not, should not the question receive the immediate attention of all governing bodies concerned with education?

Page 20—Paragraph 47, Sub-Paragraph (a) The White Paper states—

"Un-sponsored immigrants will continue as at present to be admissible on their

own personal merits from any country, together with accompanying spouse and unmarried sons or daughters under the age of 21..."

On the matter of the age of 21 of the unmarried sons or daughters of unsponsored immigrants, the council is fully appreciative of the necessity of enforcing a cut-off point and agrees that this age is appropriately considered the beginning of adulthood, and therefore should be applied. There will occur, however, situations warranting special consideration where splitting up of families on this basis will be wrong and the council would like assurance that the department is prepared to consider and make rulings on these special situations as they occur.

This special consideration should be equally available to the following sections—

Page 21—Paragraph 47, Sub-paragraphs b(ii) and (v), c(i) and (ii).

Page 26—Paragraph 63(a)

The White Paper states that "The government's general intention is that the following should be prohibited from admission to Canada as immigrants: (a) Persons suffering from any disease, mental or physical, which constitutes a danger to public health or safety..."

Are immigration authorities confident that everything possible is being done to guarantee that certificates of vaccination and health presented by both immigrants and non-immigrants are authentic?

This question is raised in light of recent statement made in Canada by an eminent epidemiologist who expressed the concern that he is apprehensive of an outbreak of small-pox, since in certain areas of the world, the immigrant or non-immigrant can reportedly obtain the necessary certificate of vaccination and health for the payment of a fee without having the check-up.

The council's only thought in putting this matter forward is to urge the department to take all steps necessary to avoid the possibility of such a situation arising.

Page 28—Paragraph 68

The White Paper reports that to stimulate the tourist traffic as well as to improve our international relations generally, there has been a gradual easing of visa and other requirements for short-term visitors, as well as a relaxation of examination procedures at ports of entry. As a result of this, criminals

have succeeded in entering the country and remaining hidden for substantial periods of time.

This, as well as the problem of illegal immigration through ship desertion totaling 1,000 in 1965, suggests to the Council that Canada's policy has been far too lenient and the need is immediate to correct a situation which if continued could give Canada an international reputation as a haven for all the world's undesirables.

Page 31—Paragraph 78(a)

The council questions the proposal that transportation companies will be responsible for seeing that non-immigrants coming to or departing from Canada complete arrival-departure documents and are to assume the responsibility as well for the collection of exit documents of non-immigrants departing by sea or air.

Is this not placing further responsibility on the transportation companies which rightfully should be retained by either the immigration department or some other governmental agency (e.g. customs)? It is also believed that the proposed leveling of an additional task by government on the transportation companies warrants prior discussion with them in relation to its feasibility.

Page 32—Paragraphs 79 and 80

The Executive Council is of the view that Canada should adopt a limited use of fingerprinting ensuring in this adoption that appropriate safeguards are enforced to prevent any misuse of this otherwise most useful means of identification.

The foregoing points are areas of the White Paper which the council suggests your Committee might wish to examine further before finalizing the resultant legislation.

To repeat our remark made at the beginning of this submission, we compliment the government on developing a policy which should in its positive and realistic approach be highly suitable to the needs of Canada.

In contemplation of Canada's present day needs, a significant task at hand and in the future is the development of effective programs of action in the assimilation of new Canadians into community life in this country. We would like to suggest that perhaps the Canadian Chamber of Commerce through its community boards and chambers could actively participate in these necessary citizenship processes. We would be receptive to any

suggestions you might wish to make in this regard.

In this connection, the chamber recently initiated an economic opportunity program for implementation at the community level by the respective community boards and chambers.

The program is based on a relatively simple assessment of present and future job opportunities in the community and the process is intended to provide some classification of the present and future job opportunities. We wonder if it would be helpful if the Canadian chamber encouraged participating community boards and chambers to provide the department with a forecast of the new or increasing job opportunities, and the academic or skill training required for these opportunities. This forecast would pinpoint the kinds of new or additional jobs and their related academic or skill requirements.

• (2:30 p.m.)

Such a program might in many cases simply confirm information already known to the department while in other instances it might well be a new or adjusting indicator of future manpower needs related to immigration. We would be pleased to discuss this further with you if it is your wish.

In addition to these questions, we raise with you, Mr. Chairman, a couple of points which I would like to mention which our submission did not cover.

These are, first, at a meeting of the chamber's western board recently, the White Paper on Immigration was reviewed and the point was raised that there is no protection for the agricultural section of the economy as regards obtaining needed farm employees. It is the belief of these persons that when new Canadians are brought into Canada for the purpose of working in agriculture, some method should be practised to guarantee that they are placed on the farms where they are really needed.

The second point also raised in the west is that immigration into Canada of late has been mainly to the interest of and to the benefit of Quebec and Ontario where the great majority of them take up residence. This, to a great extent, is detrimental to the integration of these persons who congregate in ethnic pockets in the major cities and the view is put forward that some attempt should be made to spread them more throughout Canada.

These are points of view that I was asked to put before you. Thank you very much, Mr. Chairman.

The Joint Chairman Mr. Klein: I might mention, gentlemen, that as the members of the Committee will put questions, if there are any members of the delegation who would like to comment, just feel free to do so. Just identify yourself before you speak because this is being recorded and it is from the machine that we will make the transcription, so you will have to identify yourself before speaking. Anyone who would like to make any comments is free to do so.

(English)

Mr. Badanai: Mr. Chairman, I would like to ask Mr. Labelle how he would reconcile the statements on page 5 with regard to unskilled labour. Would you not agree that there will always be a demand for a certain number of unskilled labourers? In your supplementary statement regarding farm employees, do you not think this particular type of worker comes under unskilled labour?

Mr. Labelle: Mr. Scofield, would you like to answer this one?

Mr. Badanai: I will put it this way. How do you determine the demand for a certain number of manual or unskilled labourers? How would you determine the demand? How do you classify them? You are contradicting yourself here with the supplementary statement which you made, Mr. Labelle.

Mr. H. F. Scofield (Assistant General Manager, Canadian Chamber of Commerce): Mr. Badanai, Mr. Labelle asked me if I would comment on this because I had the opportunity of attending the western board where these questions were raised. I do not know that I can answer how you identify the labour that is required for the farm, nor do I think I am qualified to say whether they should be classed as skilled or not. No doubt, "experienced" is a better word. This is probably a better interpretation of what you are really trying to get—experienced labour. Does this answer your question?

Mr. Badanai: That answers my question, but your submission, in fact, on page 5 would indicate that you are absolutely against the admission of unskilled labour to Canada unless there is an evident need for it. But who is determining the need?

Mr. Scofield: I wonder if we are contradicting ourselves, Mr. Badanai, because on

page 2, in interpreting to you the chamber's policy, Mr. Labelle pointed out that:

The word "desirable" in the chamber's recommendation is interpreted to mean immigrants who are skilled, if at the time this is the main manpower requirement of the country, and/or unskilled immigrants when Canada is faced with a shortage of this kind in its labour force.

Now, whether the farm labourer in your interpretation would be skilled or not would decide whether or not they were placed in this category.

Mr. Badanai: The emphasis on skilled labour indicates the retention or the imposition of more restrictive measures. That would be my view but not be the view of every member of the Committee, perhaps.

Senator Hnatyshyn: Mr. Chairman, I only wish to add that I do not know if the members of the Chamber of Commerce are aware that we have had a very able presentation made by the government of Manitoba. I wish to add that that applies not only to Manitoba but everything that Mr. Spivak, on behalf of the government of Manitoba, said applies even more to Alberta and Saskatchewan. Our greatest demand now is for unskilled labour for our potash mines, our mining, lumbering and farm work. In my province the unemployment at its worst is at 1 per cent which is full employment, because it is only the chronic case, people who cannot work who are out of work. The briefs that we have heard so far have been absolutely contrary to the contention that you have made. My own personal opinion is that if you make your restriction for skilled labour so high, why in the world should those people leave their own countries? We will never get any immigrants.

Mr. Valle: Yes, but it seems to me, sir, that our policy as presented here does not stipulate that we will oppose unskilled immigration. As a matter of fact, I think it makes it very clear when you read it:

The word "desirable" in the chamber's recommendation is interpreted to mean immigrants who are skilled, if at the time this is the main manpower requirement of the country, and/or unskilled immigrants when Canada is faced with a shortage of this kind in its labour force.

If those provinces are faced with this kind of shortage, then I would say that this position is in support of the immigration of that type of person.

Senator Hnatyshyn: Why would you want skilled labour added to sponsored immigrants? I do not have an English copy of the brief, but if I understood it correctly, I think you wanted skilled labour to be added to sponsored immigrants because most of the sponsored immigrants already have ways of taking care of themselves or somebody sees that they get a job or else they would not sponsor them.

Mr. Valle: I do not recall any part of our brief where we said that.

Senator Hnatyshyn: I am sorry. I do not have the brief but I gathered that impression.

The Joint Chairman Mr. Klein: If I may interject, I think we should examine the brief at the outset by the statement made on page 2 in which the first recommendation of the chamber is that it fully endorses the White Paper as:

expansionist and proposes the basis for a steadily active immigration policy...

In other words, I would say that the chamber, at the outset, as I understand it, wants an expansionist immigration policy.

Mr. Valle: That is right, sir.

Senator Hnatyshyn: But at the same time they are imposing restrictions on it by qualifying the bringing in of skilled labour.

Mr. Badanai: No, you want to have an expansionist policy and yet you are going to emphasize the skilled factor.

• (2:40 p.m.)

Mr. Labelle: The only restriction that we would have here is by the definition of the word "desirable".

Mr. Régimbal: By whom? Interpreted by whom and when?

Senator Hnatyshyn: How are you going to interpret that? A certain portion of immigration in the history of this country has been undesirable, in the opinion of some people.

The Joint Chairman Mr. Klein: Mr. Nasserden on a supplementary.

Mr. Nasserden: I am quite satisfied; the Chamber of Commerce has satisfied me, anyway, that they would be glad to see the unskilled come in as well as the skilled. Although the way it is written and the way you have given prominence to the skilled in the first part of the paragraph could create a question in some people's minds, I would

think. But, what I wanted to ask is this. Which would you believe to be the most valuable to Canadian business and industry, people who are trained in Canada or people who come to Canada already trained?

Mr. S. M. Gossage (Member of the Canadian Chamber of Commerce): It is a very difficult question to answer. I think that in many areas it is possibly more valuable to have people with the capacity of being trained in the Canadian way of doing things. On the other hand, there are a number of key areas where the length of time required for training is long and the need is so great that we have to buy ready made and have to get that in order to expand the total opportunities for employment in Canada. I have in mind, of course, particularly engineers, or certain types of critical skilled mechanics and so forth whom it may take three, four or five years to train. The need is now in order to be able to expand employment and employ the other type of people who can be brought in and trained in the Canadian ways of doing things. I think your point, sir, is probably correct that we should not rely on training in other countries as a blanket thing, but we should be prepared to provide the training that is suitable to the industrial conditions in Canada where that is feasible.

Mr. Nasserden: Mr. Chairman, as a follow up, the reason I asked this is the change that is taking place with regard to automation and also the changes in industry as well and the emphasis that is placed in the White Paper on skills. We almost have to have a retraining program of some kind anyway, so actually the skill part is not as important as the White Paper indicates. This is how I see it but I do not know whether you would agree with that. It is not as important as the capacity to acquire skill.

Mr. Gossage: I think that is the key—the capacity to acquire skill—in general. Although, as I said, this will not apply to these critical areas where the need is immediate and the skill is one that is long in acquiring.

Mr. Nasserden: Actually, perhaps, Mr. Chairman, what we should have had is unskilled, semi-skilled and skilled.

Mr. Régimbal: Because you do not mention it in your brief are we to presume that you go along with the suggestion of the White Paper that as far as education is concerned only tenth and eleventh grades should be accepted?

Mr. Labelle: Does the White Paper specify primary education?

Mr. Régimbal: It says grades ten and eleven.

Mr. Labelle: We did not pay any particular attention to this part.

Mr. Régimbal: Because there again would you not be running into the same problem of answering some needs. Even if they are not general they can be quite important in a given region at any given time. Are you not, again, recommending the same thing as the White Paper does. Most of the members feel it is restrictive in that you are cutting off supplies which are urgently needed, for instance, in the mining fields where the tenth or eleventh grade is of a lesser importance. The unskilled are particularly sought after in those fields, because even though there are unemployed pockets in Canada, men will not move from those pockets in Canada to the places where they are needed. Again, you would have to look to unskilled labour at all times.

Mr. Labelle: You are probably referring to page 21 of the White Paper, which states:

—provided the prospective immigrant over 12 years of age is literate in his or her own language and, if male, has or can attain by age 16 the equivalent of seven years' schooling in Canada...

That is primary school.

Mr. Régimbal: That is in the ones who are under age, but in those over 21—

Mr. Labelle: That is for the unsponsored.

Mr. Régimbal: Unsponsored immigrants?

Mr. Labelle: We have not properly studied the point of view here.

Mr. Régimbal: You might have to take a second look; I know we will have to look at those specifications because even though the White Paper intends to be expansionist we find that it is restrictionist.

Mr. Gossage: Mr. Chairman, if I might make a comment? We did have to bear in mind the strong statement made by the Economic Council of Canada correlating the productivity of the employees with the level of education which would make undesirable any serious dilution of educational levels if that finding of the Economic Council of Canada is one that is supported, and it would seem to be supported by the figures cited in their report.

Mr. Régimbal: But I suspect they would get into a hell of an argument with the mining, forestry and agriculture people.

Mr. Gossage: I would say as representing an industry which has to employ people who are unskilled as well as highly skilled, a certain level of education is very desirable. Certainly, there are times when you want to get a body because that is all you can get but you would much rather get a body that has some reasonable level of education because the possible productivity is much greater if there is—I mean a primary grade education is not very high and a great deal lower than we desire in our employment practices, but if you going to go below that you are going to get yourself into some quite serious trouble. Maybe you fill the gap for the moment but you are left with something that, in many cases, not all cases, is not capable of being upgraded in productivity and after all, the problem we will face in the next years is the problem of upgrading our productivity very substantially. We may be left with people on our hands who are incapable of meeting the higher requirements.

Mr. Badanai: I suggest to you, sir, that the one with the higher education even grade 13, is Canadian born and he is most unlikely to accept a job such as going down a mine or on track maintenance. I have letters, to substantiate that from a railroad company that was unable to find people who would go on these manual jobs. You cannot find them here. There may be people out of work in a certain sector of the country but they will not move. Therefore, we need immigrants; those who are willing to take any job; we will always need those.

Mr. Labelle: You are talking to the right man when you are talking about the railway industry.

Mr. Gossage: Mr. Badanai knows that.

Mr. Labelle: I see.

Senator Hnatyshyn: What is the average education of our labour force today, for instance? Somebody gave it the other day.

Mr. Gossage: It is in the Economic Council's report, I think.

Senator Hnatyshyn: If I remember it was much lower than those we are demanding.

Mr. Gossage: I know.

The Joint Chairman Mr. Klein: May I refer to the evidence given before this Committee

by Dr. Deutsch of the Economic Council who was asked this question by the Chair:

Do you think that you can endanger the economy of the country by an excessive immigration policy?

And the answer of Dr. Deutsch on page 83 of the minutes of the meeting, which was held on Tuesday, December 6, 1966, was:

No; it depends on what you want to do. Perhaps you gentlemen would like to read this because my impression from this document was that Canada can be as great as Canada wants to be. It all depends on Canada. This seems to be the tenor—

Mr. Gossage: I think the chamber's attitude is really entirely with that. I think the proof is in the discussion. The level of education of the immigrant is merely a matter of degree, shall we say, of what I was endeavouring to say. I quite agree with Mr. Badanai on this question of track labour, for instance; it is difficult to get a highly educated man to do that work or to work in the mines mucking. On the other hand, there is a level below which it may not be desirable to go, if you can help it and seven years' education nowadays is a fairly low level of education, a great deal lower than the average, I think.

Mr. Badanai: What was the education of those who really developed Canada, if you look back some 50 years, when they built the Canadian Pacific Railway and the Great Northern Railway, and so on? They did not have the highly educated people working on the railroads; they did not have them among those who opened up the western prairies; those who developed the farms there 75 years ago.

Mr. Gossage: But, on the other hand, you did not then have the type of machines to work with that have to be worked with now.

Mr. Badanai: Yes, but there is a requirement right now for welders. Senator Hnatyshyn here referred to the brief presented by the province of Manitoba to this Committee—I wish I had a copy here so I could refer to it.

Mr. Dinsdale: Mr. Chairman, as a good Manitoban, I have a copy of it in my head.

The Joint Chairman Mr. Klein: Are you through, Mr. Régimbal?

(Translation)

Mr. Régimbal: No. On page 3 you suggest the third recommendation of the house—

(English)

Which apparently is one of your wishes.

(Translation)

—proposes a scheme whereby Canadian employers make direct contact with immigrants possessing needed special skills does not appear to be directly dealt with in the White Paper although the Executive Council is aware that this is presently being done to some extent. We believe that increased activity in such a program would be beneficial in fulfilling Canada's manpower requirements.

(English)

You are encouraging employers to get out and recruit. By the same token, we have had submissions presented to us where the same employer would be naturally expected to provide housing, to provide living conditions, to provide a guarantee of employment and a work contract. I would like to have your comments on that particular aspect of your presentation.

Mr. Labelle: What exactly is your point, Mr. Régimbal?

Mr. Régimbal: You recommend that the employers should go out to recruit on foreign markets. It has been suggested to us that in such cases the employer—the recruiter—should be forced to provide, housing, all kinds of recreational facilities, health facilities, schools, guaranteed employment, a work contract, et cetera. As employers, because I know you have a lot of employees, I would like to know your chamber's reaction to those stipulations.

• (2:50 p.m.)

Senator Desruisseaux: Take the field, for instance, of mining industries, if you want to base your line of thinking that way. The miners, for instance who have to be—

Mr. Labelle: Do you not think it is a matter for the individual employer?

Mr. Régimbal: I am asking the question, because the suggestion has been made to us that the employer should be made responsible—

Mr. Valle: It seems to me that the Canadian employer who is seeking help overseas of any type should explain to the person he is going to employ the true facts of the situation as they exist in Canada. If he is in a position to supply this type of accommodation, then I think he should so state. If he is not in a position to so supply, then he should also so state, so the person who is coming over here knows what he is going to be subjected to. I do not think that you can make a flat statement that any company should be called upon to provide all of these amenities to a person coming over here, but I do think they must be given an honest picture of what they are going to be faced with when they get here.

Mr. Gossage: I wonder if I might make a further comment to that. You have to be very careful that you are not discriminating against Canadians. After all, how many companies provide all those facilities to their normal run of employees in Canada? People who come from overseas are not, surely, a privileged class. They are expected to come in at the same level as people in Canada.

Mr. Régimbal: Is it not true that if Canadians were available to do those jobs, the employers would not have to go and recruit them elsewhere?

Mr. Gossage: I think with some mining jobs housing is provided because housing is not available. If you are employing men in areas where housing is not available, they have to be provided with living accommodation, but that is a matter for the individual employer of what he has to offer in order to get the labour he requires. That is really a matter of the operation of the market forces of employment.

Mr. Labelle: I feel some employers might have to do that in order to attract the immigrants to come here. I do not know if you are referring to a particular case in this submission, Mr. Régimbal.

Mr. Régimbal: This has been a part of briefs submitted to us. For instance, the C.N.T.U. last night brought up this point.

Senator Desruisseaux: I have a supplementary on this. I have to read the third recommendation so we can properly understand this:

The third recommendation proposing a scheme whereby Canadian employers make direct contact with immigrants possessing needed special skills. . .

I gather from your brief, and you correct me, sir, if I am wrong, that you want to deal with immigrants once they are here. You do not mean recruiting overseas in other countries, or do you?

Mr. Labelle: Yes, overseas.

Senator Desruisseaux: You would recruit overseas for a very definite purpose?

Mr. Labelle: Yes.

Senator Desruisseaux: Would you elaborate on that to give us an insight into your thinking.

Mr. Valle: I am sorry, Senator, but I believe you would like us to elaborate on the policy of Canadian companies actively recruiting overseas?

Senator Desruisseaux: You suggest in your brief:

The third recommendation proposing a scheme whereby Canadian employers make direct contact with immigrants possessing needed special skills. . .

Does that mean that you want to deal with immigrants once they are here or do you want to recruit immigrants overseas under a scheme program? If so, I would like very much to have an elaboration of your views on that?

Mr. Labelle: I think this is done now, actually, Senator Desruisseaux. I think there are some Canadian employers who are, at the present time, working on such schemes where they need special skills.

Senator Desruisseaux: As sponsors.

Mr. Labelle: As sponsors.

Senator Desruisseaux: As sponsors of a group.

Mr. Scofield: In co-operation with the governmental authorities overseas.

The Joint Chairman Mr. Klein: Mr. Nasserden on a supplementary.

Mr. Nasserden: What are the requirements you would like to see the government bring about to promote this type of project, the sending of a team to Europe or some other place to secure employees, or have you any recommendations along that line? I took it from some of the briefs that we have had from people in industry that they would like to see some assistance from the government along this line.

Mr. Scofield: I think that in our consideration here we have felt that there has not been enough encouragement or facility for business to go overseas in co-operation with appropriate government agencies to seek out, to test possible immigrants coming over. I think the committee's view, from our discussions, was that anything the government could do that would facilitate Canadian industry getting the type of immigrants that they need, is desirable from a business standpoint.

Mr. Nasserden: Am I right in believing that what your people actually want is a much closer co-operation between the field officers in Europe or Asia, or wherever they are, with the personnel of the company who were sent out on these missions than they get at the present time, so that they actually would not be wasting their time?

Mr. Scofield: I do not think that in the committee's discussion, Mr. Chairman, at any time there was any suggestion that there was a downright failure for co-operation on the part of government agencies. There was a feeling that, perhaps, this could be improved, having in mind the policy of expanding immigration.

Mr. Régimbal: On page 5 of your—

The Joint Chairman Mr. Klein: Senator Cameron, are you on a supplementary?

Senator Cameron: Yes.

The Joint Chairman Mr. Klein: Senator Cameron on a supplementary.

Senator Cameron: Mr. Chairman, assuming that an arrangement was made under which an employer could go to Europe or somewhere else to get employees for a specific industry, first, I would assume that the employer seeking such labour is underwriting the expense of the recruitment and the provision of housing facilities when they get there. Is this correct, in the first place?

Mr. Scofield: Do you mean housing facilities when they arrive in Canada?

Senator Cameron: Of those whom he brings over to Canada.

Mr. Scofield: I would not say that this was a commitment at all. It might be, in certain cases, at the discretion of the company.

Senator Cameron: Then the next point is that at this time of rapid obsolescence in certain industries through the electronic revolution, or whatever you like to call it suppos-

ing this industry closed down or had to move to another area to amalgamate with an activity in another area and these immigrants who were brought in were left stranded there, whose responsibility does this become? Does it become the responsibility of the company, the municipality or the federal government?

Mr. Labelle: Do you not think they should be treated as Canadians are treated under similar circumstances.

Senator Cameron: I think it should be clear and obvious, that is all.

Mr. Labelle: You would have to take into consideration how long they had been here, but I think the moment they are in this country they should be treated the same as Canadians.

Senator Cameron: I think that is probably true, but you have not spelled that out. I might say, neither has the White Paper spelled out this kind of a situation. Related to that is the special consideration of agricultural immigrants. The White Paper has not gone into detail on this and you have not done so either. The tendency has been, in most of these submissions to think in terms of immigrants for the urban society. Of course, at least 85 per cent of the community today is engaged in urban employment. We do need a certain number of unskilled immigrants and as far as the farm situation is concerned, the typical farmer today, particularly in the west, will bring a man in and turn him loose with anywhere from \$50,000 to \$200,000 worth of equipment, either machinery or expensive livestock. I think it is essential that we must go further in spelling out the requirements for this particular type of labour, if we are going to bring them in from outside. What are the requirements? This has not been done.

• (3:00 p.m.)

(Translation)

Mr. Régimbal: On page 5, in your comments on paragraph 63 you speak of mental or physical diseases, and you go on to discuss smallpox. I would be very interested in hearing your comments, if any, on mental and physical diseases, if you have done any particular research, and if so, if you have any recommendations to make. For example, if we impose a restriction on mental illness, can we study, can we imagine the effect which such a regulation would have on an entire family, people who want to come, for example, and

who find themselves turned away because one member of the family is suffering from mental illness or has a retarded child. I would like to hear some comments on this point.

Mr. Labelle: We have not done any special work in this particular field, Mr. Régimbal. All we mentioned, and I think you have an indication of this here in our report, we limited ourselves particularly to the question of the vaccination and health certificates which are presented to us and which we want to be authentic. We have not made any study of the diseases which could be directly connected with these particular fields.

Mr. Régimbal: So, the only thing you are worried about is the authenticity of the documents, nothing else. Have you done any research in the field of the comments which you make as regards criminals? Apparently we have been too broad minded. You claim that Canada's policy has been too lenient towards criminals. Is this statement based on any particular research in this field?

Mr. Labelle: Where exactly do you mean, Mr. Régimbal?

Mr. Régimbal: It is on page 6 of your brief, beginning at paragraph 68. It says:

there has been a gradual easing of ...requirements...as well as a relaxation of examination procedures at ports of entry. As a result of this, criminals have succeeded in entering the country— This...suggests...that Canada's policy has been far too lenient and the need is immediately to correct (this) situation— I wonder if you could expand on this idea.

Mr. Labelle: Actually, Mr. Régimbal, I think what we meant to say to the Committee was that this is a situation that could be watched. Then too—

Mr. Régimbal: But you are severe, you say that many criminals have succeeded in entering the country, that Canada's policy has been too lenient, that the situation has to be corrected immediately—

Mr. Labelle: Yes, of course, I realize that we are severe. We made this statement because we feel that occasionally, circumstances of this kind have arisen and that we could perhaps be stricter in this particular field.

Mr. Régimbal: You have not made any special studies on this subject?

Mr. Labelle: Not particularly.

(English)

Senator Desruisseaux: Mr. Chairman, supplementary to this, is there any study of which you have certain knowledge about the criminality rate amongst immigrants who have come to Canada?

Mr. Labelle: Did you say, have we made a study?

Senator Desruisseaux: Yes.

Mr. Labelle: No.

Senator Desruisseaux: Any study to which you could refer.

The Acting Chairman Senator Pearson: Mr. Régimbal, are you finished?

Mr. Régimbal: Yes, thank you.

The Acting Chairman Senator Pearson: Senator Desruisseaux, are you finished? Senator Cameron, are you finished? I have a question—I am next on the list here—on page 2 of your brief, you state that you are in agreement with the White Paper on the expansionist program that the White Paper suggests. My first question is, what would you think would be the number of immigrants this country could absorb in any one year? Have you made a study of this at all? I would take it that with your cross-country membership you might be able to arrive at a figure that would be somewhat helpful to the government in working this thing out.

Mr. Labelle: Mr. Chairman, I would say that probably, what we have done is that we have studied the report of the Economic Council and, secondly, the Canadian Chamber of Commerce at the present time, is conducting its own economic growth study throughout all of Canada. We have already done some surveys in more than 125 communities. We have done some particular studies on job opportunities, but we cannot, at the present time, give you, what you might call, figures. On the other hand, through the studies of the Economic Council together with what the chamber is doing presently with its studies on economic growth in various communities, we believe that we could be of some help to some extent to the department. However, we cannot give you any exact figures now. Is that right, Mr. Scofield?

The Acting Chairman Senator Pearson: Supplementary to that, are you prepared, then, to go ahead on this sort of program and try and work out figures for 1968, say, or 1969, on this idea?

Mr. Labelle: With our economic studies, Mr. Scofield, do you think we could then be in a position to help the department. We should certainly be of some assistance, especially when we have finished the studies on job opportunities. Am I right in saying that, Mr. Scofield?

Mr. Scofield: Mr. Chairman, if I might comment on the question. We were aware, of course, that the Economic Council in their first review, based all their assumptions on a probable average immigration of 150,000, I think it was. The argument could be presented, although we have not done it and we have made no effort to use it, that with an expanding population of 20 million people today as opposed to, say, 18 million a couple of years ago, we should be able to absorb suitably in a thriving economy an increasing number of immigrants. In the past year we have realized that the number of immigrants was the second highest, I believe, in quite some time. This would suggest that if the economy is in good healthy shape we should be able to absorb an increasing number of immigrants, whatever this increase might be.

• (3:10 p.m.)

The economic opportunity programs which were referred to by the Chairman, Mr. Labelle, and in our brief, were an effort, of course, on the part of the chamber to get people in communities to take a look at their own community and to try and do some assessment of what the future holds in terms of job opportunities and job demands. The surveys thus far taken have indicated that the majority of the communities see an expanding employment situation in the community. We have made no efforts, so far, to have all these communities feed this information back to us, but we raised the question whether or not it might ultimately be helpful to the Department of Manpower and Immigration if we were to ask the chambers of commerce to record with the Department of Manpower and Immigration their findings so that the department could, if they wished, go back to the communities and ask for more factual data or pinpoint the information that came out of it.

The Acting Chairman Senator Pearson: This is what I wanted to know; if you can get down to figures prior to the years coming up?

Mr. Scofield: Yes.

The Joint Chairman Mr. Klein: Mr. Dinsdale is next.

Mr. Dinsdale: Yes; Mr. Chairman, during the course of the hearings we have heard the comment from time to time that the White Paper, instead of being expansionist is restrictive, particularly in the area outside the urban industrial communities. Senator Cameron raised this point, and one of the most powerful presentations in this regard was from the government of Manitoba which pointed out in very clear terms that the terms of the White Paper would slow down the potential expansion of that community because it was restrictive rather than expansionist. Has your paper been cleared regionally; has it been cleared with the Chambers of Commerce out in western Canada, for instance?

Mr. Labelle: Our brief was distributed through all of Canada and we, of course, are dealing mostly in general terms. However, you will remember that when I opened my remarks I quoted the views of some of the western chambers and boards. This might be a point they would refer to especially when you have mentioned agriculture. We have not, what you might call, studied regional implications.

Mr. Dinsdale: In other words, you would perhaps conclude that the White Paper is geared to the needs of metropolitan industrial communities?

Mr. Scofield: May I comment on that Mr. Chairman? This group, Mr. Dinsdale, is a group of business and community leaders in the three western provinces of Manitoba, Saskatchewan and Alberta. To our surprise somewhat, they took a long time—the greater part of a morning—to discuss this particular brief we have here before you this afternoon. I would say the fact that they were concerned about how this White Paper and the plans proposed in it were going to help the farmer get the assistance he needed would indicate that they thought it was restrictive rather than expansionist, if only because it did not provide any formula that they could see that was going to improve their situation.

In our discussions subsequent to this we raised the question of whether or not this is a case of seasonal employment and whether or not there should be some plans considered that would provide immigrants for seasonal labour. This was done, I believe, in the case of the Puerto Ricans who came in to pick fruit in the Niagara peninsula. Is this not correct? We raised the question in our own minds whether or not there would be some

merit in the government considering some plan or plans that would help in the problems of the need for seasonal labour. We have not mentioned it in our brief because it was not discussed at the time we prepared it.

Mr. Dinsdale: I am not so much concerned with the problems of agriculture in the west—we are now moving beyond that stage—but I am concerned with what is one of our basic problems and that is populating the wide open spaces and scattering the population from along the southern boundary. Someone has said that Canadians tend to concentrate as close to the American boundary as the American immigration laws will permit. This ribbon development has been one of the great drawbacks in the decentralization and the dispersal of development across Canada.

The Manitoba brief pinpointed precisely how this difficulty would be hampered rather than improved—it was the Minister of Industry and Commerce, Mr. Spivak—and they have been trying to recruit—your brief mentions special recruiting efforts—they have been trying to recruit abroad. Under the terms of the White Paper they were not able to bring in the people who wanted to come, because of the literacy tests and because of the educational tests.

There is an expansion in Europe as well as in North America, and in a country like Germany, for example, they are bringing in workers to meet their industrial needs. It seems to me that a truly adequate immigration policy should take into consideration, as one of the primary features, the needs of the Canadian frontier. We had this brought before us by the mining fraternity. As a former minister of northern affairs I know the difficulty of getting people into developments like the Pine Point mine. They just cannot get them in because they are not available in the terms of the criteria of the White Paper.

Mr. Labelle: I think what the chamber, representing the whole country, has done is to study the policy itself as a whole. Whether we are studying particular problems of a special region or an industry, of course, these are not the duties of our organization. I think we are looking at the whole problem and we are making suggestions as to what the Canadian Chamber of Commerce itself could do. After we have completed this economic opportunity program we will probably be in a better position to know exactly what the particular problems of some regions are and maybe at that time we could be more informed and we

could work more closely in this particular aspect.

Mr. Dinsdale: Would you have chambers of commerce from the Northwest Territories or the Yukon Territory represented in your body?

Mr. Scofield: Yes.

Mr. Dinsdale: I think they would be inclined to disagree with some aspects of this presentation.

Mr. Labelle: We have not yet received any disagreement from these chambers, have we, Mr. Scofield?

Mr. Scofield: No; sometimes we have chambers that do not agree with one another.

Mr. Dinsdale: This is geared to the needs of the urban community and Canada's greatest problem in development is settling her wide open spaces. I do not think we are going to do it under the terms outlined in the White Paper. We have mining communities that just cannot get the manpower under the categories of this White Paper.

Mr. Labelle: Mr. Valle would like to add some comments to this.

Mr. Valle: It seems to me, sir, that we come back to our statement on page 2 of our brief that we are not opposed to unskilled immigration. This we state very clearly. We say that desirable means skilled, if this is what is required, but also equally well unskilled, if this is what is required. So, we are not taking a position—

Mr. Dinsdale: But unskilled is prohibited by the White Paper.

Mr. Valle: I grant you that we may not have commented on that particular aspect, but certainly from our policy point of view, we state very clearly here that we are in favour of unskilled immigration, if this is what is required.

Mr. Dinsdale: I just wanted to make that point clear because I think it is a very basic point in any immigration or manpower program that is going to deal with Canada's real manpower needs.

Mr. Valle: I just want to make clear that there is no question about our position. It is clear that we are in favour of both skilled and unskilled immigration. We are not taking the stand that we are in favour of skilled immigration only.

Mr. Labelle: Especially, I think, we do say that when Canada is faced with a shortage of this kind of worker in its labour force, then—

Senator Hnatyshyn: In addition to what Mr. Dinsdale has said about opening the northern territories, in the heart of our province we have three potash mines in operation and five others under construction and the three in operation are having difficulty recruiting labour. They have to use farm labour which is not too anxious in these good times to take extra jobs.

• (3:20 p.m.)

Mr. Dinsdale: I think, without intruding upon Senator Hnatyshyn's question I have the point clarified here. Actually you are supporting the idea that has been presented in many briefs that we should not be too rigid on this matter of formalized education and skills. If we are going to get the sort of recruitment we need, we will have to be flexible in this regard and as I indicated, when the Manitoba minister went to Europe he could not get them under the terms of the White Paper. His brief pointed this out in strong terms.

Mr. Labelle: May I add to this? Maybe with the statements, particularly the one from Manitoba which you have mentioned here, at this stage it might be important to state that it would be necessary to get closer co-operation between the provincial and federal governments, when dealing with these matters.

The Joint Chairman Mr. Klein: Senator Desruisseaux, do you have a supplementary?

Senator Desruisseaux: Yes, first, I am thankful that I am a member of your Canadian Chamber of Commerce. I have heard that sometimes the chambers disagree. The philosophy of the economists is important in connection with immigration. I am tempted to try to make you give your point of view on what your thoughts are in connection with immigration generally. Should we not have open immigration at all times or do you think it would have to be a matter of policy of the government to string along with that view? Are you prepared to consider that now?

Mr. Labelle: I do not think that we are prepared to make a full declaration as you have stated whether we are favouring entirely the flow of immigration or not. I think that what we have said again and I am referring to our page 2 by the definition of the word

"desirable". Of course, at the same time we always think in terms of the economists who are making their reports on the needs. Mr. Valle, would you be ready to make such a declaration as Chairman of the Executive Council?

Mr. Valle: No, I would say, Mr. Chairman, that again I refer you to our brief which states that we are in agreement that it is expansionist and proposes the basis for a steadily active immigration policy adapted to Canada's manpower needs for economic growth. The first item in our statement of policy in our policy manual reads that every effort should be made to ensure a greater and more continuous flow of desirable immigrants to Canada as a consistent policy. This, sir, is our policy as stated in the manual.

Senator Desruisseaux: I am inclined to think that you are very broad minded in this, and you have to consider the conservatives.

Senator Cameron: Mr. Chairman, I have just one point to make, and this may be in defence of the policy paper. If you read the reports of the Economic Council for the last few years, particularly the first one, you will notice great emphasis is placed on where the incidence of unemployment arose and they emphasize very strongly in all cases that the people with the low degree of training were the first to be in the ranks of the unemployed. So, from the standpoint of government policy, we have to be very careful in bringing in unlimited numbers of unskilled or uneducated immigrants; either that or face the prospect of having to train them after they get here. I think, in the light of the record over the past number of years and what has happened to people with low educational attainment, we have to take a very hard look at the basic education the immigrants have.

Mr. Dinsdale: Senator Cameron, as an educationist, I am surprised to hear you say that, and as a westerner also, because it was the people with low educational attainments who have built the west.

Senator Cameron: Just on that point, the thing that worries me now is the skill that is required to operate the modern technological machinery we have today. The first Economic Report placed about 4 per cent of the labour force in the unskilled fields. I am sure now, four years after the report was made, the percentage is lower still. We have to be very careful about this.

Mr. Dinsdale: But the billion dollars invested in vocation and technical schools over the last few years is trying to overcome this.

The Acting Chairman Senator Pearson: Are you suggesting a new brief between the two of you?

Gentlemen, unless there are any further questions, that will wind up this brief. On behalf of the Chairman and the Committee, I would like to thank you and the Chamber of Commerce for your good brief.

Mr. Valle: Mr. Chairman, on our behalf I would like to extend our appreciation to the Committee for hearing this brief.

The Acting Chairman Senator Pearson: Gentlemen, we have next a presentation from the Catholic Immigrant Services of Canada. I will ask Father Mulvihil to introduce the other witnesses who are with him.

Msgr. Claude Mulvihil (Member, Executive Committee, Catholic Immigrant Services of Canada): Mr. Chairman, beside me is Msgr. O'Brien of Calgary who is the Vice-President of the Board of Directors of the Catholic Immigrant Services. Next to him is Msgr. Malouin, the Executive Director of the Catholic Immigrant Services; Father Gagnon from Montreal who is on our Board of Directors; Msgr. Murphy from Sudbury, who is a member of our Board of Directors, and Mr. Labelle who is the right hand man to Msgr. Malouin in the office.

The Acting Chairman Senator Pearson: Are you going to read your brief?

Mr. Mulvihil: I am not going to read it, Mr. Chairman. You received copies of our brief in Ottawa. I have additional copies of the brief, if you want them.

The Acting Chairman Senator Pearson: Does everyone have a copy of the brief? If not, we have some extra ones.

Gentlemen, Mr. Mulvihil is just going to comment on his brief so, it will be necessary to have this brief incorporated in our proceedings.

Some hon. Members: Agreed.

Mr. Regimbal: Do you need a motion to have the previous brief made a part of our proceedings?

The Acting Chairman Senator Pearson: No; they read the complete brief into the record. Go ahead, Father Mulvihil.

Mr. Mulvihill: Thank you, Mr. Chairman. In our introduction to this brief we attempted to outline to you the role of Catholic Immigrant Services as the national organ of the Catholic Church in Canada in the field of immigration. I would like to further add to this to give you some idea of the scope of our activities. The Catholic Immigrant Services of Canada also works through international bodies. We are particularly affiliated with the International Catholic Migration Commission which has its headquarters in Geneva and which is concerned with migration and immigration throughout the world.

There are two basic principles that are adopted by this international body which every corresponding country, such as ours and the organ that works in that country, have adopted. These two principles are: first, our activities are to centre themselves around the reunion of families that have been separated as a result of immigration and, secondly, to help migrants who cannot, without additional assistance such as we are able to provide, move and rehabilitate themselves in a new country. On the basis of these two basic principles, we have built, in the history of our activities in Canada, what we feel is a record of which we are very proud.

We would like to comment on the question of the selection in the White Paper, when it comments on the question of Canada being a country that needs continued immigration. Certainly Catholic Immigrant Services of Canada is completely endorsing this position, but we do have some questions as to whether this can really be accomplished by some of the things that we find in the White Paper and as a result, this is the basis for some of the comments in the brief that we have presented to you.

We move on to the question of sponsorship. Under the unsponsored immigrants, the question of assisted passage for the reunion of families in this area is mentioned in the White Paper. We are still concerned about the long separation, in some instances, of families, when the head of the family is here and there is a lack of speed in reuniting these families, even though there is provision for assisted passage. This, as I referred to you, is one of the basic principles upon which we operate. To give you some idea of what the family reunion program has meant over the period of the last 15 years, Catholic Immigrant Services, through our program of family reunion, has brought to Canada, under our auspices, 35,080 individuals. This scheme of family

reunion which we have been operating takes into account the question of a revolving loan to assist these people financially, and we have given loans in excess of some \$7 million in this same period of time.

In our comments, we have asked and hoped that there would be flexibility in the administration of the policies pertaining to the unsponsored immigrants, and this is particularly true in the question of the total planning for the family. In this regard, particularly, we would stress that another look be taken at the question of moving families. Provision is made, for example, for the assisted passage loan for a wife and minor children. In our experience, there are many families where there are older children, unmarried, and our contention is that these children are still part of that total family unit and that, therefore, provision should be made and they should be capable, also, of coming under the assisted passage scheme and be allowed to come to Canada. We would point to you that many of these individuals in this area are able to immediately enter into the labour field.

In the area of sponsored immigrants, there was a great deal of discussion among the members of our board, in preparing this particular brief, on the question of the citizenship requirements for sponsored immigrants. We did not incorporate this into our brief but we do question the advisability of making citizenship a requirement for sponsorship. We also would like to particularly express our concern over the role of the sponsor in this scheme, as it appears in the White Paper. The question of the responsibilities of the sponsor, we feel need further clarification. Catholic Immigrant Services is particularly, also, very much concerned over what will be the role of an organization such as ours when these things go into effect because, remember, in respect of a great many of our loans given to bring about family reunion, we have looked on our family units as including the married son and daughter with their families. Therefore, many of our travel loan applications, have been in respect of these types of cases.

We have questioned, and we do not feel that it is clear, as to whether the necessary travel costs, for example, to bring immigrants under this sponsored scheme, are the total responsibility of the sponsor. A further question we would like to ask and to have clarified is this. If a sponsor, for example, who meets the requirements even in the White Paper as they are laid out, which is

citizenship, needs further financial assistance to move someone or a family unit he wants to sponsor, will an organization such as Catholic Immigrant Services be able to give a loan in such instances, or are the requirements going to be such that the sponsor is going to have to be able to underwrite these travel costs completely by himself? We feel that this has not been clarified from what we read in the White Paper.

Under humanitarian immigration, again, there is a sentence in our brief that I think pretty well sums up our feelings here. We feel that this portion of the White Paper is far too cryptic; that there is not enough detail as to what is at issue here, and this is particularly in regard to the question of the movement of refugees and the settling of refugees in our country. There is a reference in these two sections of the White Paper of working with the United Nations High Commissioner for Refugees. There is no indication here of the ongoing work that has always been and is a history between the voluntary agencies and the United Nations; the planning that it takes to move refugees under any scheme, and we feel that the voluntary agencies in this area are standing by and only too willing and very much concerned over assisting refugees and being able to move and settle them in Canada. Therefore, we would like to see this section enlarged, clarified and details given as to how the United Nations High Commissioner for Refugees is going to work with Canadian officials and how the voluntary agencies are going to play a part in this picture. We feel that this has been passed over very lightly and that it is a very serious situation.

The other thing that concerns us is the question of classification of refugees. Most of you, I know, are aware of the fact that a refugee falls into a classification that sometimes is very questionable, whether he is an economic refugee or a political refugee, and because of waiting for clarification, this has worked a real hardship. We feel that Canada has missed out by not having an active enough program in regard to refugees. I mention, as an example, Australia, I was present at some of the refugee camps in Europe when the officers from Australia were interviewing the refugees in the refugee camps and carrying on a very active program of movement and settlement of these people. Canada has been slow in this area and we feel we will still be slow unless further provisions are made within the terms of reference of the White Paper itself.

Still in the area, we feel, of humanitarian immigration, is a question of what we have entitled in our brief to you, other sponsorships. I think that we have stated our position fairly clearly when we state that we are disappointed that the White Paper has not given cognizance to the role of sponsorship and recognized the acceptance of voluntary organizations which have been working in this field for a good number of years, as well as the history of immigration to Canada and the contribution that has been made on the part of the voluntary organizations in this area of sponsorship. Therefore, we would recommend that serious consideration be given that some provisions be made whereby the voluntary organizations that are recognized and established in this field of immigration in Canada be given some way in which they can work and operate within the framework of either full or co-sponsorship arrangements. This means that in many cases we would be instrumental in being able to supply what may be lacking, according to regulations, because we have behind us a well run and established organization to support the immigrant. In past history we know that we have been doing this and are in a position to offer to continue to do this, but we would like some official recognition of this type of sponsorship and have it written into the White Paper.

In the area of deportation, this is old hat now because, by today's paper, I note that a special appeal board has been set up.

An hon. Member: Not quite.

The Joint Chairman Mr. Klein: No, it is on the way. We saw that article.

Mr. Mulvihill: I know that in other briefs that have been presented to this Committee, there was some objection to the phraseology in this particular section. We would simply support the objection to some of this phraseology and ask you to support the other briefs that have made a point of this.

The other thing is the question of the mobility of an appeal board and we do feel now that this is probably in hand or will be in hand.

Under social services, and I refer particularly of sections 101, 102 and 103 of the White Paper, there are many areas that we do question. Again, I would point out to you that Catholic Immigrant Services, as a national organization, has affiliates offices in the diocese across Canada. Therefore, we have a national concern in this work of integrating and helping the immigrant himself to inte-

grate into our community. We do feel that there is much left to be desired in the way in which this is set out in the White Paper and that total integration is not possible in the way in which the provisions are at least, stated. For example, in section 101, a reference is made to the use of existing services. We would ask you just what are these existing services that are being referred to and what recognition are these services going to get in this total complex?

In respect of Section 102, for example, the Department of Manpower and Immigration claims they are going to gear themselves to be able to take care of job placement of our immigrants and also total counselling where it is indicated. We do feel that this is pie in the sky. Members of the Committee may remember that I sat on another Committee where I made this same point, and I would like to make it again. I was with the delegation of the Social Planning Council of Metropolitan Toronto at that time. I can give this Committee actual facts of where the department today is not doing the job of placement in respect of our immigrants, where they are turning these people back to our voluntary organizations, which are the ones who are obtaining employment for the immigrants. Therefore, we do contend that for the White Paper to say that they are going to be able to gear themselves not only for job placement but also for family counselling, is ridiculous. Therefore, if you mean what you say in section 101, to use existing services, then I think it is high time that the voluntary agencies that have professional help be recognized in an official way and that some kind of structure should be struck, payment of service or what have you, whereby these people who need counselling in depth, as many of them do, will get it and provisions will be made for it. They are in the communities but we have not received this type of recognition previously. We are able to do the job; we know we can do it, and we do submit humbly to you that we are convinced that the Manpower Department cannot do it.

Finally, in conclusion, with regard to the advisory committee, the Catholic Immigrant Services welcomes this particular inclusion in the White Paper. We would remind the members of the Committee that for the last 15 years we have been asking and seeking just this very thing because we feel the voluntary sector in this field has a great deal to offer, can assist in the setting of the policies, and can assist the immigrants coming to our country. However, one word of caution that we

would add is that care be taken in the selection of the people who will sit on this advisory council. We would plead with you, please get people who know the immigration field and please get people who have proven that they have an interest in the welfare of immigrants.

Thank you, Mr. Chairman.

The Joint Chairman Mr. Klein: Thank you very much.

(Translation)

Mr. Prud'homme: In your opinion, is the White Paper on immigration "expansionist"?

(English)

Mr. Mulvihill: We think there are some restrictive features certainly in the White Paper, particularly in regard to that area around the question of sponsorship. Again, I quoted some figures here of the numbers who, under our own program, we have brought into Canada. I submit to this Committee that if you are going to place the flow of immigrants on this high quality of skills that we seem to read into the White Paper, our numbers in the past year would have been less than half of what they are today. To that extent we think it is restrictive.

(Translation)

Mr. Prud'homme: Based on your own experience and the experience of your colleagues, which is considerable, would you say that immigration of unskilled manpower is harmful to the country's economy?

(English)

Mr. Mulvihill: Mr. Chairman, I feel that there should be a proportion between skilled and unskilled. I think we are traitors to our country if you and I were to say that unskilled immigration is bad for our country because if it is bad for our country, then everyone in our country is bad, because I think this is the history of Canada.

Msgr. Henry Murphy (Member, Executive Committee): My dad had three years of schooling and five of his children have gone through university.

The Joint Chairman Mr. Klein: I wonder how many years of schooling Mr. Marconi senior had?

(Translation)

Mr. Prud'homme: This is exactly what I wanted to get at. Do you find in unskilled

immigrants, this desire, this passion to see that their children receive as much education as possible? Is this desire common among your immigrants, the ones you help?

(English)

Mr. Mulvihil: I think you are going to find a natural variance here. I do think there is an awareness of educational needs even among the older immigrants. If I may use the colloquial here, in Toronto, under the program within our diocese, we operate basic English classes and these are adult classes. Our classes throughout the metropolitan area are filled, and the children of these people, certainly, are very education conscious. This is our experience.

(Translation)

Mr. Prud'homme: Is the five year waiting period for citizenship too long?

(English)

Mr. Mulvihil: I am not a lawyer; I am going to duck that one.

(Translation)

Mr. Prud'homme: Father, this is my last question, because it is almost always the same type of questions that come up again with each group. Based on your experience, do you know many citizens who do not have their Canadian citizenship because they cannot speak either French or English? I am speaking in particular of older people—the parents of those on the labour market, for example? Does this represent a certain problem?

(English)

Mr. Mulvihil: I think I would have to agree with you, yes, it is a problem. However, I think we have to do a lot of breast striking here. I think we are at fault in that we have not sufficiently encouraged these people to be citizenship conscious and given them the encouragement to become citizens. I think a lot of this reluctance is simply because of the milieu in which these people find themselves. We have not been conscious enough to make them conscious. I think this is the answer.

Mr. Prud'homme: Father, would you say that those who cannot speak either French or English but who have their sons and daughters here should be given citizenship even if they cannot express themselves in either of the two languages?

Mr. Mulvihil: On a time basis, certainly. You are talking about a time basis?

Mr. Prud'homme: No. I mean should they be given citizenship even if they cannot express themselves. Do you know of many who will never apply because they feel they are too old and cannot speak either of the two languages?

Mr. Mulvihil: Yes, I would agree with you. I think they become frightened of the implications that are here. I would agree with you, yes, that after a certain determined period of time, if they have proven themselves to be good citizens, I do not think that language should be the barrier to their citizenship. Does that answer your question?

Mr. Prud'homme: Yes, fine. I read your brief and others. Would you say that the government not only should help in setting up a consultative council but it should help benevolent agencies through the payment of grants. What kind of help do you think these agencies should receive from the federal government? I agree wholeheartedly with you; they are doing a tremendous job and I think we should encourage them and use their facilities. What kind of help would you like the government to give?

Mr. Mulvihil: Mr. Chairman, I would like to clarify one point on which there may be some confusion. I was not talking about the broad spectrum of any kind of voluntary services because that is much too broad. I did use, I think, the term, and qualified it by saying that these would be the recognized agencies that are offering a qualified proven service. These people, I think, have a very definite contribution to make and can give a service that cannot be found any place else. These organizations are usually recognized agencies in a community, with trained qualified people, and for these I would say, "yes"—a question of even purchase of service from the department. Now, you are talking about the other type, the benevolent type of organization which would include, for example, the Polish fraternity, Italian or what have you; this is very much in the realm of voluntary quasi social type of organization. Certainly I cannot see anything in that type of set up that the department could look to for a purchase of service. That is an entirely different type of operation. This is more of a social basis; more ethnic based and so on.

Mr. Prud'homme: Thank you.

Mr. Enns: I was interested in your remarks when you were discussing the first part of

your brief about relocation of families separated due to immigration. You spoke of the need of greater service in this area. My attention was caught by the use of the phrase "separation due to immigration". Is it not true that most families are separated before they emigrate? Has the second world war not actually torn many families apart; then one or the other part of the family comes here, and eventually they find and learn about each others whereabouts and they want to come. May I have some further explanation on that?

Mr. Mulvihil: Mr. Chairman, I believe that the type of family separation which you are talking about, normally speaking, is in the refugee category, where you might have the head of the family escape and then, perhaps, other members of the family later. That is one type of separated family. But on the broad basis, in talking about our reunion of families, we are talking about instances where the head of the family comes forward to Canada first, normally to seek employment, to get accommodation and then applies for admission for the balance of his family. This is the type of separated family we are really referring to in that section.

Mr. Enns: Does this mean then that the head of the family who comes to our country first has done this without assuring himself that the balance of the family would be admissible? Does this happen to be so?

• (4:00 p.m.)

Mr. Mulvihil: No, because the regulations require that when the head of the family is emigrating to Canada, all members of the family take the medical. Therefore, they are medically examined and it is determined at that point that the whole family is able to move or not move as a family unit, despite the fact that at the moment, the only one who is coming forward happens to be the breadwinner. The rest of the family have been medically examined and are all ready for emigration. He knows before he leaves that they are able to move if and when he calls for them.

Mr. Enns: I get the focus now; it is really a social service that you are offering by way of counselling and helping in adjustment rather than to meet immigration requirements. This is not really the problem.

Mr. Mulvihil: Mr. Chairman, it is a lot more than that. One of the great concerns we

have is the question of what happens if there is a great deal of time elapsing between the head of the family coming into Canada and the coming forth of the balance of the family. If this is not done quickly, the demoralizing effect and what can happen just because of human nature, can be pretty serious in a lot of these cases.

Mr. Enns: I should be the last to say, only social services. Coming from a social science background, I know that is not so. I meant to delineate between trying to help someone meet the legal requirements for immigration as opposed to the social adjustment, that is a very large part of immigration.

Mr. Mulvihil: What the voluntary agencies do, particularly, in this area is in the area of assistance. For example, the head of, say, a large family with a good number of youngsters and so on, will be helped by our voluntary diocesan offices in such mundane things as furniture, clothing—the whole bit—in order to assist them and to know that they are going to be helped the minute they get here. But our concern is to get them here as quickly as possible.

Mr. Enns: That is fine; that speaks further to that point. I wanted to take up a point made by my colleague, Mr. Prud'homme, about the suggestion you make toward the end of developing a partnership with voluntary organizations. I gather you are suggesting that the manpower or immigration end of the department not really marry up but find some way of supplementing or each complementing the other's services with the voluntary agencies. Earlier, in response to Mr. Prud'homme's question, you specified the limitation on the kind of agency that you would see helped in this way. You made a similar recommendation, I believe, when you spoke on behalf of the other group. At that time I still was somewhat puzzled about the manner in which this could really be materially implemented. Today you mentioned the purchase of a service arrangement, which appeals to me, through payment of the salary of a worker or two workers or whatever the arrangement is. But you would not really want to come under the aegis of a government department because you would then lose the voluntary status of the agency. You do not want that?

Mr. Mulvihil: No. If I may, Mr. Chairman, I think an illustration will highlight the thinking here. Let us take, as an example, an immigrant who goes to the Manpower Department for a job placement. In the process,

he appears to be an extremely disturbed person—and this is not unusual, which may be because of a good number of factors. Then, it is indicated that this person not only needs employment; he needs a lot of assistance, and maybe other members of his family as well. At that point a referral would be made to an agency that offers casework services and they could pick up and give some counselling in depth and work through with this family. You can do it on a time basis or whatever way you want. There would be the worker's time, the involvement, the financial assistance—the whole bit, and this can then be equated on a cost basis for a charge-back to the department. This is what I meant by the type of purchase of services.

Mr. Enns: It may be that the Canada Assistance Plan already has the machinery that would permit this kind of arrangement.

Mr. Mulvihill: That is right, but we had better not wait for it.

Mr. Enns: You too?

(Translation)

Mr. Pelletier: The service has been in existence for fifteen years, you said a moment ago. Have you had any experience with immigrants arriving during periods of unemployment in Canada? And if so, have you noticed any difference between the groups of skilled and unskilled immigrants as far as finding work goes?

(English)

Mr. Mulvihill: This has not been our experience recently, but certainly in our experience, we have dealt with just this. In periods of slow employment skills do not seem to make too much difference. This has been our experience. As long as they happen to be immigrants and, particularly, if they are fairly recent immigrants, then, they are just unemployed, period. We do not find, however—and this is from actual experience, again, in working with these people at that time—that the unskilled immigrant is any more difficult to deal with or to assist than the skilled immigrant. We make no distinction at all on the service basis.

(Translation)

Mr. Pelletier: I do not mean from the point of view of assistance, mind you, because I realize that they do not have any more hu-

man problems than other people, but strictly from the point of view of employment.

(English)

Mr. Mulvihill: In this category I do not think the immigrant is any different from the ordinary man on the street. I think he falls exactly into the same slot. If he has certain skills and those skills are required, he is going to be able to get a job and we are going to be able to assist him in this, if it is necessary. The unskilled immigrant in this category is no different from the unskilled Canadian. I do not think there is any difference.

(Translation)

Mr. Pelletier: In other words, he experiences the same difficulties and the immigrant who is not skilled in a trade is more likely to join the ranks of the unemployed than the immigrant who does have a trade. Of course, this is true of native Canadians too.

Mr. Gagnon: Except that he is prepared to accept any job and to move.

Mr. Pelletier: More readily than...

Mr. Gagnon: He is prepared to accept any job. Dishwasher, etc. Whatever comes up.

Mr. Pelletier: Just a while ago, we were talking to the people from the Canadian Chamber of Commerce, about jobs in remote areas, jobs like those of forest rangers, for example, or miners in remote communities. Do you note any objections, among immigrants arriving here, to taking jobs in remote areas? Do immigrants tend, like other Canadians, to remain in the urban centres and to find jobs in industry near urban centres?

(English)

Mr. Murphy: May I speak here, Mr. Chairman?

The Joint Chairman Mr. Klein: Would you identify yourself, please?

Mr. Murphy: Monsignor Murphy of Sudbury, the mining town. I do not think the people of Sudbury would like to say that they live in an endroit éloigné—some place that is far away.

Mr. Pelletier: I did not say far away. I said remote from the centres. I said that purposely.

Mr. Murphy: I have not found them objecting to come up into our territory; they seem to come up there quite willingly. But what I do find, and this I find hard to understand, is

that the mining companies are crying for more and more labour but when the immigrant comes over they will not hire the immigrant unless he can speak English, so that it means we have to find other employment for him until he has a passable control of English and then he can go into the mines. The immigrants are quite anxious to go into the mines—the pay is good—but once the employers at the mines find out that they do not speak English they will not employ them. We have to get employment with contractors and construction work until they have control of English which means, maybe, a year.

Mr. Pelletier: You can find solace in the fact that some companies do that with French Canadians in Montreal, so it is not restricted to immigrants.

Mr. Régimbal: On a supplementary, does this represent a new attitude in recent years, as far as hiring practices are concerned?

Mr. Murphy: The last three or four years.

Mr. Régimbal: Have you been able to find any reason for it?

Mr. Murphy: For safety reasons.

Mr. Régimbal: Is the labour market sufficient today in Sudbury?

• (4:10 p.m.)

Mr. Murphy: No; there is a demand for men.

Mr. Régimbal: There is a shortage?

Mr. Murphy: Yes, there is a shortage.

The Joint Chairman Mr. Klein: Senator Pearson, on a supplementary.

Senator Pearson: Father Gagnon, you made a statement that the unskilled are more employable than the skilled in many cases. This is a very interesting statement. We have run across many cases where it was always said that the unskilled was usually the man who was on the unemployed list. You made a statement that it is somewhat the opposite way.

Mr. Gagnon: I was trying to say, comparing an unskilled Canadian with an unskilled immigrant, that the unskilled immigrant was willing to do any job and to go anywhere because he is starting and he wants some money, while the Canadian is a little more fussy. That was my statement.

Senator Pearson: I see.

The Joint Chairman Mr. Klein: May I put a supplementary. Is it not a fact, because of the situation you just spoke about, that the tendency of the new wave of immigrant is to push the Canadian up rather than pull the economy down? Does the new wave of immigrant, taking the menial jobs, not push out the Canadian from the menial job and, therefore, pushes him up?

Mr. Gagnon: Out on the street?

The Joint Chairman Mr. Klein: No; I mean, generally speaking, the experience has been, in the United States, that one wave of immigrants seems to push up the other previous waves. If you will allow me to expound on that for a minute, the needle or garment industry in the United States attracted, say 30 or 40 years ago, the Jewish immigrant; then, let us say, the Greek immigrant came, went into the garment industry and pushed the Jewish immigrant up; then, let us say, the Italian came in and displaced the Greek element and pushed the Greeks up. Now, it is the Puerto Ricans who are working in the garment industry.

Mr. Gagnon: So, it is the promotion of the immigrant.

Mr. Pelletier: I just have one more question, Mr. Chairman. At the bottom of page 2 in the French version of your brief, you mentioned social services. Is it the view of your organization that social responsibilities in Canada are, constitutionally, mostly the responsibility of provinces, and has your organization made any representations with the provinces on the securing of social services for immigrants?

Mr. Mulvihill: Mr. Chairman, I think the question was asked at one of the previous hearings: When does an immigrant cease to be an immigrant? The crux of the answer to your question is based simply on this: until such time as a person acquires a domicile in a community or municipality, they are not eligible for a good number of the services that are available to residents. When we speak of the social services to immigrants, we are speaking, particularly, of the lack of services available to an immigrant because he is an immigrant. He has not established his residence; he is not qualified for a good number of the existing services or assistance that is available in the community.

Mr. Pelletier: I do not think you understood me. What I mean is this. In your view, do the provincial authorities have any responsibility—in my view I can tell you that they have

definite responsibilities towards immigrants—and would not the responsibility of supplying social services to the arriving immigrant fall straight within the jurisdiction of the provinces; and have your organizations made any representations to provincial governments that they should take the responsibilities which is theirs, by the constitution, and provide all kinds of social services to the immigrants when they arrive and before they become settled Canadian citizens?

Mr. Mulvihil: We do, and we have been working with the provincial authorities and local authorities; but I am afraid you do not find these authorities agreeing with your view. This is particularly true of any assistance, for example, that is required by an unsponsored immigrant. The view is that the federal department is the body that has allowed this person to come into this country and has allowed this person to come into this community or this province, and until such time as that person is able to fend for himself then it is the admitting body that cannot let go of that kind of responsibility.

Mr. Pelletier: Do you work in Ontario, Father?

Mr. Mulvihil: Yes, I work in Ontario.

Mr. Pelletier: Is it not true that the Ontario government has offices—it has a department of citizenship and immigration—in Britain, for instance, where they personally promote immigration to Ontario? Does that not entail some responsibility, because in that case all the federal government really does is secure permission to come. But are they not responsible for going there and promoting immigration to Ontario, and should they not, consequently, have corresponding responsibilities when these immigrants get to the province?

Mr. Mulvihil: I do not want to be caught in a federal-provincial bit, by any means. I think that you will find, for example, that the province of Ontario is very much aware of this. But they do not feel, for example, that the federal government is sharing sufficiently the cost for education of our immigrants and that there should be a greater sharing basis. The question of the social services and the supplying of these services, if it is going to be provided by the province to the immigrants, very well could be a federal-provincial responsibility. But I do not think you could say that in respect of these people who come in it is totally the provinces responsibility because the province has not been the sponsor in these cases.

Mr. Pelletier: I did not express the view that it was exclusively a provincial duty, but I wanted to know if you felt that the provinces and responsibilities in that field and discharged them properly.

Mr. Mulvihil: I think that our provinces are becoming more and more aware of this. I speak only for Ontario. We do work very closely with the department in Ontario. I think there is a realization of the responsibilities; there is a greater awareness of developing services, but I think if you look at the history here, our provinces have been very slow in even setting up these departments and gearing themselves.

Senator Pearson: Do you mean the department of immigration in Ontario?

Mr. Mulvihil: Yes; they are doing things now that they were not doing—new projects and this sort of thing.

The Joint Chairman Mr. Klein: A supplementary, Mr. Dinsdale.

Mr. Dinsdale: I wonder if it would be fair to ask the witness what happens when an immigrant becomes ill shortly after arrival and does not have the protection provided under our hospital or medical programs? Who, then, assumes the responsibility?

Mr. Mulvihil: In most instances, the Immigration Department has been doing this, particularly if it is an unsponsored immigrant. They do take the responsibility of these types of emergencies.

Monsignor O'Brien (Vice-President, Catholic Immigrant Services of Canada): I think we should keep in mind that the classes of immigrants who come are sponsored and, technically, the sponsor is responsible; or they are open placement, and in that case the federal Department of Immigration is responsible. Therefore, the direct responsibility does not fall upon the provinces. I think, however, one field of the voluntary agency is to try to bridge this gap and somehow bring it together. Perhaps if the new preventative services are directed toward immigrants, and certainly locally, the responsibility for preventative services would be at the municipal level. If this comes into play, this might be another bridge, but there is a division now.

Mr. Dinsdale: I can see that there are some cases where there would be a tendency to pass the buck among the different levels of government and this is where the voluntary agencies might be able to help—in the sorting out process.

The Joint Chairman Mr. Klein: Mr. Régimbal, on a supplementary.

Mr. Régimbal: My supplementary is along the same line, especially when you are talking about social services. Is not the most important part of social service the continuity, the follow-ups? If it was provincialized too much, would you not be building barriers rather than permitting the general atmosphere in which communications are sufficiently easy so that the work can be done on a continuing basis? You do not want to paralyse anybody in Toronto, heaven forbid. They might want to go to Montreal or to Sudbury.

Senator Fournier: Mr. Chairman, my question on social services was asked and well answered, so I have nothing to ask.

The Joint Chairman Mr. Klein: Mr. Dinsdale.

Mr. Dinsdale: The subject of refugees was mentioned and the comment was that the White Paper is very cryptic on this question. The witness indicated that he had had experience visiting some of these refugee centres in Europe. On the basis of your experience, Father, do you think that if Canada were specifically interested in this source of immigrant supply there are a good number who would be eligible and who could fit into our Canadian way of life?

Mr. Mulvihil: Yes, I am very much interested in this.

Mr. Dinsdale: What countries would they come from, primarily?

Mr. Mulvihil: Yugoslavia—there are a lot of Yugoslav refugees—and from behind the iron curtain also.

Mr. Dinsdale: How about the Arab refugees?

Monsignor J. F. Malouin (Secretary General, Catholic Immigrant Services): There are many. Some are not recognized as refugees by the High Commissioner. For instance, an Egyptian Christian who leaves Egypt to go to Lebanon, left because he thought he was persecuted, but he is not recognized as a refugee by the High Commissioner; but still, he is in Lebanon and in most instances, the Canadian government will require that he spend two years in Beirut before being able to make an application. Especially, at the present time when Quebec is trying to find French-speaking immigrants, I believe those particular countries in North Africa would be able to supply a good number of French and English speaking, at the

same time, because they know both languages. If there were more facilities, if the personnel in those countries had more people to help them out, we would get quite a few more French and English speaking immigrants from those countries.

Mr. O'Brien: Could I follow that, Mr. Chairman? I would like to draw to the committee's attention world refugee year, 1960, in which there was a very highly successful program of bringing refugees to Canada. It involved governmental agencies and all kinds of voluntary groups and the High Commissioner for Refugees and so on. Everyone cooperated and many people were brought to this country under a co-sponsorship type of arrangement where we, as voluntary agencies, worked and offered our services and our interest in co-operation with the governmental interests. There are many agencies in Canada today, I am sure, churches and otherwise, who would be very interested in continuing this partnership or co-sponsorship arrangement to bring people in. It is the continuing interest of the local groups—the voluntary agencies—who can smooth the way for these people. We really can do things that the government cannot because of our local involvement. I would like to see a continuing co-sponsorship as Msgr. Mulvihil mentioned, I think, in that part of the brief.

Mr. Dinsdale: Was any attempt made to repeat the successful program of world refugee year?

Mr. Mulvihil: No, except that out of world refugee year evolved a non-going program. Other than that, the world refugee year was a blitz program to make people aware; it was as much educational as it was anything else. But the situation is still there and we certainly still need support to carry it on.

Mr. Dinsdale: It seems to me that in this area the voluntary organization might be able to do its most useful work. I think someone said that a good many of the refugees are behind the iron curtain.

Mr. Malouin: From behind the iron curtain. They crossed the border and are in Austria, Germany or Trieste and sometimes they have to wait a long time before they are processed.

Mr. Dinsdale: They are still coming across in good numbers?

Mr. Malouin: Yes.

The Joint Chairman Mr. Klein: Thank you, Mr. Dinsdale. Did you have a supplementary, Senator?

Senator Pearson: Yes. Is your idea of co-sponsorship that the voluntary organizations should work with the government, go over to Europe, say, or the near East and bring in the immigrants?

Mr. Mulvihil: Mr. Chairman, if I may, at the beginning of the paper I indicated that Catholic Immigrant Services works on an international level with our counterpart which has its headquarters in Geneva. So we already have the machinery set up that will keep us informed as to those who are eligible to move, the lists and the whole bit. This does not involve Catholic Immigrant Services as an organization itself going over, but we have the machinery here to do it.

(Translation)

Mr. Régimbal: I commend the efforts you are making in the Immigration Department in trying to integrate whole families. For that reason, I would like to know why you are asking for further explanations concerning the flexibility of this new policy. Have you specific suggestions to make in this field?

Mr. Malouin: I believe there are several means. In many cases, for example, there are people here who know people who wish to come. They would be quite prepared to sponsor them but they cannot. The law will not allow them to do so, because they are not relatives. In such cases, if the government allowed us to be sponsors, we could work with the people who are prepared to take the responsibility; this is what we would call co-sponsorship. But if these people are not allowed to be sponsors because they are not relatives, since to be a sponsor you have to be a relative, then they should recognize our sponsorship, which is the sponsorship of benevolent organizations.

At the present time, I receive about 10 or 20 letters a week from India from people with a high level of education and who meet all the requirements except that they have no relatives in Canada to sponsor them. They are university professors. Those who are already here have very good positions and a high standard of living. They are not accepted there because there are too many of them, and because until now, there seems to have been some kind of quota.

In other cases, it is because there is no one to assume responsibility for them here. They could only be admitted on their own merits under an "open door" policy. We know of families who are acquainted with them and who might be interested in helping them.

(English)

Mr. Régimbal: Father Mulvihil, you mentioned that in the last 15 years you have been trying to integrate families and that you have brought in some 35,000 additional immigrants. Could you give us any idea of the breakdown of the age groups in those 35,000, and would this policy have the tendency to bring in older people?

Mr. Mulvihil: No; the emphasis would be on young families and their dependents.

Mr. Régimbal: In those actual 35,000, for instance, do you have any breakdown on the age groups?

Mr. Mulvihil: We would have a breakdown but I am not able to give it you right now.

Mr. Régimbal: I not mind if it is rough.

Mr. Mulvihil: A high percentage would be young married couples with families.

Mr. Malouin: Under 30.

Mr. Mulvihil: Under 30 or 35 years of age. No more than 35.

Mr. Régimbal: They are coming here to join their parents?

Mr. Mulvihil: Or brother and sister counterparts, too, in this particular program.

Mr. Régimbal: That is very interesting.

Mr. O'Brien: I think, perhaps, it might be well to mention that back in 1957 our organization noticed something like 19,000 separated families, the heads of families in Canada with their relatives in Europe. This was a problem, which of course was a moral problem, too, from our point of view and from the Canadian government's point of view. We pointed that out to the government and eventually we developed our scheme to reunite families for a humanitarian reason. As time went on, however, the Canadian government did develop its assisted passage and while we are not saying we initiated it, but, perhaps we fulfilled a role of a voluntary agency which saw needs and moved toward these and encouraged the government to take over on a larger scale. We want to continue this sort of initiating role in immigration. We see needs locally and we feel we have a field here.

Mr. Régimbal: No mention is made in the White Paper of travel costs and CIS would like to know if, in practice, the policy of the Department will require that the sponsor be

able and, in actual fact, take on all the necessary travel expenses of the sponsored immigrants.

Is that a question, a proposition or an objection?

Mr. Mulvihil: A question.

Mr. Régimbal: With reservations, what would you suggest, that they be more involved or less involved?

Mr. Mulvihil: We seek a clarification, first; then we will be able to answer the question. We just feel that it is completely foggy at the moment as to what these responsibilities really are. Once this is clarified then we will be in a position to say whether it would be more or less.

Mr. Régimbal: You mentioned in your off-the-cuff remarks also that you had loaned in the last 15 years some \$7 million dollars. What has been your batting average on those loans?

Mr. Mulvihil: Do you mean our collection record?

Mr. Régimbal: Yes.

Mr. Mulvihil: It has been over 80 per cent in collection. This is an interest-free loan on a revolving basis.

Mr. Régimbal: Eighty per cent is good.

Mr. Malouin: It is nearer 90 per cent—90 to 92 per cent.

Senator Desruisseaux: I have been most impressed by this number of 35,000 immigrants that you mentioned. Over how long a period did this take place?

Mr. Mulvihil: This would be over a 15 year period.

Senator Desruisseaux: I see here by your letterhead that you are in Montreal. Are you only in Montreal or do you have branches elsewhere.

Mr. Mulvihil: The national office is in Montreal and the counterparts are in every diocese. In other words, Msgr. O'Brien is from Calgary and he has the Calgary Diocesan Immigration Office, and his work is in that office.

Senator Desruisseaux: Are they known under the same name?

Mr. Mulvihil: Not all of them, no. For example, in Toronto the immigration services are within the Catholic Family Services. It is in the total complex—a multi functioning agency—but the services are there.

Senator Desruisseaux: Have you had any experience with Portuguese immigrants or Spanish immigrants; if so, what did you think?

Mr. Malouin: Splendid. We have had plenty of experience because we are reuniting Portuguese families and Spanish families also.

Mr. Mulvihil: In Toronto itself, we have a Portuguese service centre that we have set up right in the middle of the Portuguese community, because of the numbers involved. There are 25,000 in Toronto.

Senator Desruisseaux: How many in Montreal?

Mr. Malouin: Just about as many.

The Joint Chairman Mr. Klein: Are you through, Senator?

Senator Desruisseaux: I do not have any other questions.

The Joint Chairman Mr. Klein: If there are no further questions, I would like to thank you very much.

Mr. Mulvihil: Thank you very much, gentlemen.

The Joint Chairman Mr. Klein: We were very pleased to have you here.

Is it the pleasure of the Committee to have this brief form part of the record and be printed as an appendix?

Some hon. Members: Agreed.

The Joint Chairman Mr. Klein: Gentlemen, we have two more witnesses to hear. One is an individual and the other represents the Parity Committee on the Barbers and Hairdressers. Do you agree that we ought to sit through to hear them and not return this evening, or would you prefer to return this evening?

An hon. Member: How long will they be?

The Joint Chairman Mr. Klein: That is up to the Committee; it is not up to them.

Mr. Badanai: I think we should carry on now.

The Joint Chairman Mr. Klein: That is fine. Mr. Ernest Zuendel is our next witness. Does everyone have a copy of the brief?

Gentlemen, I am very pleased to introduce to you at this moment, Mr. Ernest Zuendel, whom I believe is an immigrant from Germany. Will you just give us a brief analysis of your brief? He would like to make a presentation on behalf of himself.

Mr. Ernest Zuendel: That is right, on behalf of myself.

First of all, I would like to thank the honourable Milton Klein and Senator Fournier for their efforts on behalf of the anti-hate literature legislation. Secondly, I would like to stress the honour of being here, and I hope that I have something positive to contribute.

I will not restrict myself to the three pages of my brief; I will just stress one aspect. I do not think there are too many people on this committee who were foreign born.

Mr. Enns: I was.

Mr. Badanai: I was.

Senator Hnatyshyn: So, was I.

Mr. Zuendel: Three, fine; you are in the minority. I myself, have lived in Canada now for eight years. My memories of the facetious and eager Canadian immigration officials both here and overseas are still very fresh. I must say as I said in my brief, that only high praise is in order, as far as I am concerned. I had to make a decision to emigrate because I am a pacifist by nature and unfortunately the Allies pressured Germany into reconstituting the German army. I could not agree with this so I had to make a choice and leave. I had three choices: Australia, South Africa and Canada.

The Joint Chairman Mr. Klein: Excuse me; may I ask how old you are?

Mr. Zuendel: I am now 27.

The Joint Chairman Mr. Klein: And when did you leave?

Mr. Zeundel: 1958. I did not go to Australia because their seasons are confused; I like my snow in the winter for skiing and I also liked Canada from what I had seen in the posters and booklets I received from the Canadian immigration. I did not choose South Africa because of its racial policies. I was hardly here in Canada when the Sharpeville disaster occurred.

I must say that the White Paper stresses the fact that the services should be improved overseas. I do not really see how you could improve them very much, outside of, maybe,

having more people there, because my experience with those immigration officials was terrific. I never was received more cordially or more friendly. The tests they gave us were difficult but I thought they were necessary in order to bring to your young country only the people who could pass them. I had one experience. As a child I had contacted something close to pneumonia due to malnutrition and it had left some marks on my lungs. Even though I had an x-ray picture about the size of a big poster from a German doctor, who had qualified me that this thing was healed, the Canadian immigration doctor sent me back and made me wait for another three months which I thought was in order. Also, he advised me that I should go to Toronto, even though I personally preferred Montreal. I found out later on that this was an excellent choice. However, I think I got the better of him because I finally made it here.

When I arrived in Canada I was, of course, amazed to see the skyscrapers here and the subways in Toronto because I was fully expecting to go lumberjacking.

Senator Fournier: And cowboys in the west.

• (4:40 p.m.)

Mr. Zuendel: Yes, and Indians. Unfortunately, Canada is not too well known at home. I went to all the public libraries and the only thing I could find was a history of America, nothing on Canada whatsoever. In our school books, Canada is treated strictly as a supplier of raw materials. I also did not know—I have to confess ignorance here—that the Queen's picture was on our money. I only found that out after I got some Canadian money. I could not speak any English and that is where another immigration official here in Canada comes in. When I arrived at the Union Station in Toronto I was really desperate. It was 6 o'clock in the morning. I was tired from the trip. I flew from Montreal and, of course, I had put the sandwiches I had from the boat in my suitcase. I had checked my suitcase in the railroad station here, so I had nothing to eat and no money. It was 6 o'clock in the morning in Toronto and, as you know, the area around Union Station in Toronto is pretty bleak—and it was raining on top of that. So I paced Bay Street in Toronto and I thought: My God, what a fool I had been to have left a secure position, with plenty of money, just to escape the military draft. That is really what I

am—a draft dodger, and frankly I am proud of it.

At 9 o'clock, after I had spent time walking around downtown Toronto, I went to a news stand and bought a newspaper, hoping to be able to find a room where I could spend the coming night. I could not make it out; I could not find the streets even after I had bought a map of Toronto. Somebody must have recognized my problem and sent me to a little immigration office right in Union Station. If you ever felt exhilarated, then you will know how I felt when this man looked at me at 9 o'clock, when he opened his office doors. I must have looked strange to him because he looked at me and he asked me if I spoke English. I replied, no. He asked if I spoke French and I said no. He asked if I spoke Italian, and I said no. He asked if I spoke Roumanian, and I said no. He tried five or six languages, and finally he said, "Sprechen zie deutsch?" I could have kissed this man because I was so happy. So he was able to give me the address of a Jewish lady, where I spent my first six months in a rented room.

I must say that in Toronto the immigration service was of great help to me and also to my brother who I later on brought out here, in finding jobs. My trade is a rare one—I am a photo retoucher—and he did not quite understand what that meant. Of course, I could not explain it to him, so one morning I found myself at the extreme end of Eglinton Avenue in Toronto in a food processing plant. Food processing and my job have absolutely nothing in common. The girl there, a pretty secretary, gave me a questionnaire and asked me to fill it out. This I understood. So I started and I came to the question about sex and I did not know what sex meant. So I asked her, "pardon me, but I do not understand this". She blushed and I then knew what it meant.

This is about as much as I have to say on myself. I am perfectly happy here in Canada. I have married a French Canadian girl. I own my own house and two cars. I am an independent businessman and I have no regrets that I came here. But, everything has to be mixed with some bitter pill. I have one concern and that is there is a continuous barrage of anti-German hate films on television, of anti-German articles in the newspapers, and I have brought suitcases full of them here if you would like to see them. I will just show you one brief example. The reason I am against this is not because I do not recognize

a certain guilt by my father—not by myself—or by my elders. I have brought an article here by the poet, Irving Layton, whom I happen to know. He is Jewish, and he ends his article by saying: Mr. Layton is serious about Germany. He said that having been called a Christ killer as a kid, although he had nothing to do with Christ's death, he felt sorry for the guiltless Germans who did not smash any babies' brains. He said, as a Jew, I plead for Jews not to visit the sins of their fathers on these new Germans.

And this is my plea here. I had an experience here in 1964, when I wanted to apply for citizenship. I wrote a seven page letter to the Minister of Justice, the Honourable Guy Favreau, the minister at that time. The letter is now in the possession of my lawyer. I sent it by pink card, which meant I know exactly who received it. Within 48 hours I had two R.C.M.P. constables in my home and they were there for 1½ hours, trying to persuade me to be careful in what I was doing. Now, all I was doing was pleading the case that any fair-minded person, who was trying to stop hate literature in Canada, would do. Of course, I did not have any diplomatic or parliamentary immunity. I felt that this was the best place where I should air this point of view because in Europe right now there is a boom; things are very prosperous and young men of my type do not have to come here. The only reasons they do come here is because they are pacifists, or they are attracted by adventure, and that may be the best way to describe it. We cannot continuously on TV, the radio and in the newspapers, attack the Germans and, by association, us, the young ones, and then go to Germany and advertise for immigrants.

I have here one ad that the Canadian government put in the biggest German news magazine *Der Spiegel*, which stresses biculturalism and everything about the history of Canada. It does not mention one word about the contribution of roughly two million German Canadians in this country. I am in advertising and I do not go out fishing trout with cherry ice cream because I happen to like it. If I wanted to get German immigrants here I would stress the fact that we had three Fathers of Confederation of German origin, and things of that nature.

Another point that I have made in my brief is that since, economically, things are pretty good in Europe, rather than showing the Parliament Buildings in our advertising overseas, you should show things such as bands,

fishing, Vancouver—a beautiful city, Montreal—the cosmopolitan city of Montreal, Toronto, all right—

Senator Fournier: The maritimes.

Mr. Zuendel: Yes and the maritime provinces, definitely. I have travelled across this country from coast to coast in all seasons. Last November I was again across the country to Victoria, British Columbia and it is beautiful and glorious. We should stress to those young Europeans, not just Germans but Frenchmen, Italians, Spaniards, Englishmen, Swedes, two facts. One, for instance, is hunting. Hunting in Europe is strictly reserved for the high society. If we were to say, with a beautiful picture of a bear or a moose, here is something you can do—and you have to pay very little for a license in some provinces. In Ontario and other provinces you can go fishing, and if you showed a man a fantastic trout and assured him that he can do that too in Canada, that would attract him. The young, sporty-type of people would be attracted here because in Europe it is still a privilege. Here it is common place. Of course there is mountain climbing and skiing. The climate should be stressed. There is nothing wrong with the Canadian climate; it is beautiful. You might not believe it, but I think so. You have three months of beautiful glorious summer—not a drop of rain; it is terrific. Then you have all the cottages, the islands and the lakes. These are points that should be stressed. This is alive and will attract people here. Also, there is the proximity of industry to those things; you only have to drive for half an hour and you are in the Laurentians or in Vancouver, and you can go skiing the year round on Mount Seymour. These are things that would really bring people in here. This is my point.

If you want to stress economics, I suggest we do it the way I have outlined it in my brief, with no slight against Russia. I thought this kind of tabulation was convenient. To us, in Europe, it means very little to say that in Canada a worker earns \$2.50. It could be that a pound of butter costs \$10 here, so you would have to work four hours for a pound of butter. Europeans do not know these things. Another point that should be stressed are apartments. Apartments and houses are still very hard to come by all over Europe because of the destruction during the war. Here they are readily available. The system we have under the National Housing Act, with a very minimum down payment of \$500 or \$600 to

buy a home, should be stressed, and you would get plenty of people here.

We should advertise along these lines, and make sure that we do not hit those young immigrants, as soon as they come off the boat, and tell them that they are mass murderers, that they are guilty before they have even been judged or presented their case. This is not conducive for immigration—not for the Austrians, not for the Germans, and many other people resent, including my Jewish acquaintance, Mr. Layton.

I have some typical examples here of these magazines. I picked them up on the newsstands. They show nude girls tied to poles, attacked by dogs and swastikas being burned on bare breasts, if the ladies will pardon me. Then, inside—and this is my contention—they say that the Canadian government has legal grounds to ban those papers because they are advertising, in the pages here stag movies, pornographic movies and contraceptives.

Senator Fournier: They are American magazines? They are exceptions.

• (4:50 p.m.)

Mr. Zuendel: Yes, but they have a circulation of 1,200,000 and Canada imports 48,000 of them. This is also hate literature. I consider it definitely hate literature. I can prove my point, and so can my lawyer when the bill goes through.

To come to my point here, what do they advertise in these books? Maybe the Minister of Justice will not send the RCMP down to this room this time. They are advertising such things as—pardon me—auto-erotic practices, sexual deviations in the female, variations in sexual behaviour, forbidden sexual behaviour and female homosexuality. If you want to make a test, you can go out to any news kiosk today and see those papers. You only have to wait for about two or three hours to see who buys them—the young people who are attracted by sex because there are practically naked girls on here. Our young people are getting hooked on this type mental poison. We are giving them prejudices against Canada's third largest ethnic group and, at the same time, I think it is now illegal. It is also coming over radio and television. The reason I am not speaking for a group here today is simply because the German community in Canada is terrorized and terrified. My experiences have been repeated to others and I have witnesses to prove what was said in my house.

The CBC TV and CTV carry such programs as W-5, Blue Light, Hogan's Heroes and Combat. The Radio (T.V.) Broadcasting Regulations read and I quote:

Broadcasting Generally

5(1) No station or network operator shall broadcast:

(a) Anything contrary to law;

We do not have a hate law yet.

(b) Any abusive comment or abusive pictorial representation on any race, religion or creed.

I think this makes it very clear that at this very moment the Board of Broadcast Governors has the power to stop those movies. It is not excuse because they are American or Italian or Russian. They are movies broadcast over this nation's networks and I, for one, and 1,800,000 other German Canadians and Canadians of German origin are also paying taxes to support the TV networks. That is my point.

In addition, we have AM and FM. The law is clear; the law is defined, and we have had no relief for 20 years. I am saying that for 20 years, morally, there might have been a justification. You people were in the war; maybe you suffered; the Jewish people suffered in the concentration camps; the German nation collectively has tried to do its best to pay this debt. I know we cannot buy back 6 million people, but we have done our best. Is the western world going to continuously keep on flailing a dead horse? Am I going to have to pay for crimes which I did not commit? If I get a speeding or parking ticket in this country I gladly pay it because I knew the penalty before I committed the offence, but before I was born I did not know there was a man called Hitler. I was six years old when the war ended and my school books after the war were censored by the American, French and British governments. I have those school books here, if you would like to see them. It says:

Authorized for teaching purposes in the German public schools by the military governments of la France, l'Amérique et l'Angleterre.

If anyone of you gentlemen would like to see further proof, I have it here. I found it too expensive to make copies for all of you since I am an individual, but I have all these magazines here. These stories, for instance, are not true, which I can also prove. There is an article written by a man who knowingly completely concocted this article and sent it

to this magazine. He received in payment a cheque for \$75 and there are pictures of horror camps and gas ovens in this particular story: Arms outstretched by the Germans when the Nazis tried human vivisection.

These pictures were supplied by the editors of the paper. The man concocted the story knowingly. He was an American and the editors of this paper supplied the photos. If that is not creating hate literature, I do not know what is. I would like to get relief and as soon as the law is passed, with all the money I can earn, I am going to make sure that these things stop. I have another magazine here, *Paris-Match*, one of the most widely read magazines of the French. Under date of June 18, 1966 the following screaming headline appeared:

Chez les Nazis—with the Nazis

You open it up and what do we see inside—horror, horror; a young man, my age, standing there, wearing Nazi armbands and making a salute, portraying continuously in the press the way they stand. I have every press clipping in here concerned with hate literature, neo-Nazism and Nazism, domestic or otherwise. Suffice to say that this magazine, with a huge circulation, that is being distributed in Canada, in the United States and in Europe concocted this story, rented the uniforms and yet they were supposed to be authentic German Nazis. How do I know this? I read in this issue of *Time* magazine of July 8, 1966, which is one month later: "Inventing neo-Nazism". It is not Ernest Zuendel who is saying that; it is *Time* magazine, a respected news magazine. It goes on to tell precisely how the editors of *Paris-Match* had bought uniforms in Germany, had put these young men in them and let them parade around presumably to terrorize the Jewish community or the Jewish people anywhere in the western world.

I object to being subjected to this, or my ethnic group in the western world, and Germany, in particular, because I shall never be able to deny that 18 years of my life were spent there and that I was born there. I know I cannot help having been born in Germany any more than you could help being born in Canada. It is an accident. We should not judge a man by this. I am saying that I am not one of those young men who will dirty his nest by allowing any man anywhere to say anything against Canada that is not factual.

• (5.00 p.m.)

I plead with you here that if you want to get skilled German immigrants here, it is a

two-way street. You have to be fair to us. That is all we ask. We do not ask for hand-outs. We are skilled. We just ask for fairness for the young Germans who come here and that the government take an official stand and do something against the spread of hate films, hate literature and so on. Thank you very much.

Senator Fournier: Mr. Chairman, I have been impressed by Mr. Zuendel's language. I even have difficulty expressing myself. I have the same problem. I note that this man has mastered the English language in about eight years. I have been trying to do so for 50 years. What is wrong with me?

Mr. Zuendel: The immigration schools in Toronto, as far as languages are concerned—

Senator Fournier: Did you learn it in school or off the street?

Mr. Zuendel: I went to three semesters of English night school, the Citizenship and Immigration courses.

That is another thing I want to stress here. I am not at present a citizen of Canada. Even though I have passed the citizenship tests in school with 94 per cent, which is the best out of 300—and I am not saying it to brag; but I am qualified to become a citizen—but as long as Canada treats us this way, this is the only power I have against this kind of thing—

Mr. Badanai: Have you made an application for citizenship?

Mr. Zuendel: No; I wanted to in 1964 and I said that I would become a Canadian citizen if the Minister of Justice could give us relief on this spreading of undetermined hate. The result was two RCMP officers in my house.

You might say: "What arrogance of you to demand this of the minister." Well, I think it is a human right. The United Nations in their Human Rights Charter clearly state that I am entitled to express my opinions. They are not subversive. I am just asking for fairness for young German immigrants who come here. I am withholding becoming a citizen until the hate bill is passed and until I have successfully, in the courts, prosecuted at least one of the peddlers of hate.

Mr. Badanai: Do you not agree that you could more effectively carry out whatever you are trying to tell us about today—and it was a very interesting speech—if you were a citizen rather than staying on the outside as an alien?

Mr. Zuendel: Yes, I have weighed that very much, because I know that I am liable to be deported if anyone can pin anything subversive on me.

Mr. Badanai: Can you tell us truly that you have made no application for citizenship?

Mr. Zuendel: I can say truly that I have not officially applied for citizenship, even though I have a diploma—

Mr. Badanai: Were you ever turned down?

Mr. Zuendel: No; because I have diplomas from the citizenship training school in Toronto and in Montreal. I took three years in French, also. These citizenship diplomas say that "...the person named hereunder has successfully passed tests of citizenship training in English, Canadian history, Canadian geography and social sciences." I have these at home.

I know that tomorrow morning I can walk into a court here in Montreal and say that I would like to become a Canadian citizen. But at this very moment I do not think that this nation is making it very easy for me to become a citizen. That is my point.

(Translation)

Senator Fournier (Madawaska-Restigouche): Do you speak French?

Mr. Zuendel: Yes sir, not as fluently as English, but I do speak French.

(English)

Senator Desruisseaux: Would you have the same opinions about the U.S.A., for instance, or the other countries that allow this literature to be published?

Mr. Zuendel: Definitely.

Senator Desruisseaux: So that you have not reconciled yourself to any country, or to Canada?

Mr. Zuendel: I love this country. I have been to all other European countries. I have interviewed men from a British admiral down to very prominent rabbis in America on this question, because I am concerned. I am 27 years old. I want to see a sane world where we have order and peace. We are not going to get peace if we are going to poison the minds of our young. I live here because I love it here. I want to stay here, but it is not being made very easy.

Senator Desruisseaux: We have the situation in Canada, which I think we all recognize—and I am sure that you must have felt

it, also—that there is freedom here; freedom of speech; freedom of thought and freedom of action. These three freedoms for us are very important, and we do not want anything to go wrong with those three freedoms, regardless of what harm they may do to anyone, because, in reality, through history, it has proven to be the safest thing that we can have. I know that you must have a very great emotional reaction to what has been happening, because of this hate literature as you call it, but we are also doing something about hate literature. I just wonder how far we will be able to go with that.

Mr. Zuendel: I agree with you. I very carefully studied, together with a lawyer, the aspects involved. Senator Fournier has often been attacked for his stand on this hate literature bill—I know that; and I know that some of the provisions in there might seem extreme. I am not a lawyer—I am not a Canadian yet—and I am not going to sit here and advise you gentlemen on the kind of laws you should pass, but I beg of you to stop what we can legally stop right now. We can stop this. The Board of Broadcast Governors has the legal—

Senator Desruisseaux: Let us assume that this is done. What will be the reaction of a lot of people outside this country if we do not allow certain literature in here? How would they classify it? Would they say it is hate-literature, for instance? I am not trying to—

Mr. Zuendel: No, I agree with you. I ask in my brief for equality before the law. The Jewish community here has been receiving hate-literature such as that which has been published in this book. I was sorry to see that there was not one piece of this material published in here. It is strictly anti-Jewish publications which are considered hate-literature. I asked in my brief in 1964 to the government to please include this kind of literature, and I sent seven pages of photostatic proof of these things. The Minister of Justice, as a reply, sent two RCMP officers, and on the third day I received a letter from his secretary, which I also have at home, stating: "The Minister of Justice notes your views on hate literature." It was a one sentence reply. I do not think that that adequately covers a request of this nature.

Senator Desruisseaux: We must be very prudent in what we do when it comes to the question of freedoms. I would venture the thought that if the Department of Justice has answered you in this way, it is because they were afraid that they would somehow embar-

ass freedom in this country. This is one thing that we should be aware of.

Mr. Zuendel: I am not trying to limit the freedom of expression in Canada, believe me. I am just saying that we could, at least, get some relief right now from the Criminal Code, and also from the Board of Broadcast Governors, because it says here very clearly, as I read to you previously:

No broadcasting station, FM, AM or television shall broadcast any abusive comment or abusive pictorial representation on any race, religion or creed.

Whether you want to call it race or a creed, we are all Christians.

• (5:10 p.m.)

Senator Desruisseaux: Again, we have been extremely broad-minded along these lines with the CBC.

Mr. Zuendel: Yes; we have been, indeed.

Senator Fournier: Mr. Chairman, I think this brief has been excellent. I have been very impressed with it, and we could discuss it all week. I think we are divided on this. I am one who is on record as being very much opposed to this hate-literature in more than one way—morally, religiously and so on. This is my feeling. We have heard this witness, we are quite pleased. I think that now we should call a halt.

Senator Desruisseaux: Before closing I would like to go on record, too, and say that I am not for hate-literature. I am against it.

Mr. Zuendel: Something came out of this, anyway.

Senator Cameron: I have just one question before you leave. Can you satisfy this Committee that the Department of Justice had no reason other than your letter for sending two RCMP officers to interview you in your home?

Mr. Zuendel: Well, I will tell you. I do have a little history on this. I have done some lecturing on international affairs in churches and for businessmen's clubs such as the Kiwanis and the Rotarians—

The Joint Chairman Mr. Klein: Is there anything you have not done?

Mr. Zuendel: Very few things. One night I spoke in a church on the South Shore. We were speaking about communism at the time and I had passed on some information that had been given to me—I still have this information in my files—by a former undercover

agent of the RCMP. I quoted from this and said that a former RCMP undercover agent named so-and-so had supplied me with this information.

Someone there—I do not know whom—called the RCMP and sure enough, the next day, the RCMP were at my home claiming that I had represented myself as having worked for the RCMP. I said that I had done no such thing. It would have been foolish. Maybe they thought there was some consistency to this; I do not know. I am not blaming the RCMP. They are very fair gentlemen, and they are just; and I have only the best to say about them.

Aside from the Minister of Justice I have no complaints whatsoever. I am just telling you of my experience. I thought this was a tremendous opportunity for me to appear before a large group of Senators and Members of Parliament, to show you the things that are actually happening.

Senator Desruisseaux: I do not feel that there is any country in the world better than Canada, so you had better apply for citizenship.

Mr. Zuendel: Neither do I. I will apply as soon as the law is passed. Thank you very much.

The Joint Chairman Mr. Klein: Thank you for coming.

We are now to hear representatives from the Joint Commission of Hairdressers and the Parity Committee of Barbers. I will ask Mr. Ernest Marquis, Mrs. R. Lavigne and Miss Therese Brosseau to come to the table. I understand they are going to present it together.

Senator Desruisseaux: Are there any briefs circulating?

The Joint Chairman Mr. Klein: There are no briefs.

I may say that these witnesses were invited to appear. They have no briefs. I do not know whether they will present one or not, but I think that they may have something very interesting to tell us. I will ask...

(Translation)

The Joint Chairman Senator Langlois: I will call upon Mr. Ernest Marquis to present the views of the Hairdressers' Commission.

Mr. Marquis (Administrative Secretary of the Joint Commission of Hair Dressers): I will present the views of the mixed commission, of course, as well as those of the men's hairdressers committee, and those of

the Association itself. I am giving you all this together in order to expedite the work of the Committee, because our views are pretty well the same. We have no direct criticism to make about the Department of Immigration. Our criticism is concerned instead, with the way in which immigration occurs in relation to the field of hairdressing in general.

If you examine the laws of the province of Quebec, and those of certain provinces of Canada, you see that they do not all regulate the profession in the same manner. This is an example of the difficulties we experience.

Immigrants come to Canada and show us passports listing every possible kind of trade except hairdresser. Yet, these people are hairdressers, according to the papers they then produce.

These people might be housekeepers, etc. We have had bricklayers, steam-fitters and, in any case, people in these trades are not hairdressers and they do not have the qualifications for admission into the hairdressing profession since the Commission demands nine years of schooling. Moreover, the great majority of these people, approximately 60 per cent, cannot produce the schooling certificates required to be admitted to the profession.

And as you know, the majority of all immigrants working in these professions live in Montreal or Toronto, for example. Ontario requires grade ten or equivalent for a person wishing to learn one of the professions.

However, if you do not have grade ten, you are admitted anyway. It is just the opposite in Quebec: if you do not have grade nine, you are not admitted. When these people produce evidence of knowing a trade, whatever it is, we have to accept them after a practical examination. If they fail a practical examination, these people can no longer work in the profession. These are some of the general problems in the two professions—men's hairdressing and women's hairdressing.

I do not want to list them all, but in some parts of Italy, in Germany, in France and in Belgium, these two professions are fairly well organized, but in all the other countries, there is very little organization in these two trades.

The immigrants have only a certificate, if you will, from a school, which I would term a private vocational school, which might be an apprenticeship period of three months, four months, five months, and now all the hairdressers' organizations are complaining, not about the number but simply about the qual-

ity. Because you have, in hairdressing for women, almost 400 immigrants a year coming to the Montreal area, and in hairdressing for men, you have almost 300. And of these people, only about one third are accepted. We have, to date, particularly in 1966, if you will, we have admitted 46 different nationalities. The majority of these people can only answer, particularly on certain examinations even school examinations, in their own language, because they cannot speak either English or French.

Senator Fournier (Madawaska-Restigouche): Mr. Chairman, as I understand it, the problems simply lie in the field of qualifications rather than in that of education.

Mr. Marquis: Problems exist in both fields.

Senator Fournier (Madawaska-Restigouche): I would like to ask you whether the certificates of the European immigrants who come and settle here correspond to Canadian certificates?

Mr. Marquis: In most cases, no.

Senator Fournier (Madawaska-Restigouche): Is this the primary difficulty you encounter?

Mr. Marquis: Yes.

Senator Fournier (Madawaska-Restigouche): Is it a question of language?

Mr. Marquis: It is a question of language, of apprenticeship and of profession, with some exceptions for Germany and France.

In France, usually, students finish in grade 8, which is now being accepted as the equivalent of our grade 9.

Senator Fournier (Madawaska-Restigouche): Can I ask you another question? What importance do you attach to education to make a good barber, for example? Could a man with grade 3 make a good barber?

Mr. Marquis: What do you mean by grade 3?

Senator Fournier (Madawaska-Restigouche): The equivalent of grade 3 or 4, someone who could read a little and who could—

Mr. Marquis: No.

Senator Fournier (Madawaska-Restigouche): He could not become a good barber?

Mr. Marquis: No. Because, you see, under the Quebec act, the act on hairdressers, they are required to take a course in hygiene, dermatology, chemistry and microbiology. They do not have the education for that. Some tests were carried out twenty years ago,

when a person could enter the profession with only grade seven: they had to require grade nine.

Senator Fournier (Madawaska-Restigouche): So, in your opinion, these courses are necessary?

Mr. Marquis: Oh yes, I would even say indispensable.

Senator Fournier (Madawaska-Restigouche): I see: Have there been any deaths because a barber had not?

Mr. Marquis: There have not been any deaths, but there have been quite a few court cases, quite a few diseases, what men call beard disease, if you will, sycosis, which you do not see any more.

Senator Fournier (Madawaska-Restigouche): That is true.

Mr. Marquis: And even with women, the same thing has happened. There used to be the problem of lice, but you do not see this any more.

The situation has improved a great deal. The province of Quebec is the only province in Canada which has been offering a course in hygiene since 1928.

This course has been compulsory since 1940. The situation is much the same in all the other provinces. However, Ontario takes people who only have grade 6, 7 or 8. Thus, even though Ontario requires grade 10, a good number of people who only have grade 8 are still allowed into the profession.

Mr. Pelletier: So, if I understand your position clearly, you accept the requirements of the province of Quebec or those of the province of Ontario, but you feel that grade 8 or 9 should be required?

Mr. Marquis: Grade 9.

Mr. Pelletier: You accept these requirements. You are criticizing the Canadian government for recognizing foreign hairdressing credentials and letting people come here thinking their credentials will be recognized, while according to the provincial laws of this country, they do not fulfill the conditions for working in this profession. Is this your problem?

Mr. Marquis: Yes. There is one other problem. I have only consulted a few files, of people coming in here, and it does not say on their passport that they are hairdressers.

Mr. Pelletier: They gave the immigration bureau a different trade—

Mr. Marquis: —abroad. That is correct. I presume that that is what has happened. Then they come to us, we see their passports, everything is written down on them now.

Mr. Pelletier: I do not understand your problem. They come to you here. They have been admitted by the Department of Immigration, let us say, as tinsmiths, for example. And they come under the jurisdiction of your associations. You test them on their theoretical and practical knowledge—

Mr. Marquis: Just practical.

Mr. Pelletier: Just practical.

Mr. Marquis: Yes, you see, because some of them do not speak either English or French and we cannot correct examinations in every language. The examinations are strictly practical. If they do not pass the practical examination, they are rejected.

Mr. Pelletier: They are rejected, but it is entirely their fault, because they come here as tinsmiths. The only problem is for the immigrant. This is no problem for us.

Mr. Marquis: It is a question of immigration.

Mr. Pelletier: And what happens?

Mr. Marquis: Some official from Immigration calls us and asks: "What is going on? He has all his hairdressing credentials. He has passed an examination. Why is he not accepted?"—He is not accepted because he did not pass his exam and secondly, because he cannot provide us with proof of sufficient education.

Mr. Pelletier: The Immigration Department admitted them, for example, in Portugal, and in many other cases. You say they were admitted in other trades, but not as barbers or hairdressers.

Mr. Marquis: But not as hairdressers.

Mr. Pelletier: Does the Department of Immigration test them again and pass them as barbers here?

Mr. Marquis: No, I do not believe they pass them here; I do not believe they do. These people want to work at their trade as barbers and they call us to find out why they cannot do it and show us their papers. Then when they are here they show us their Immigration papers.

Mr. Pelletier: They produce papers showing they have attended schools.

Mr. Marquis: No, this they do not have.

Mr. Pelletier: They produce trade papers which do not meet the requirements...

Mr. Marquis: These papers do not meet our requirements, They do not prove anything. We have often written departments of labour and education of those countries but have not received any replies.

(English)

The Joint Chairman Mr. Klein: Mr. Régimbal, on a supplementary.

Mr. Régimbal: Is it not a fact, though, that the apprenticeship in many of the European countries is every bit as effective as the training they get in the trade schools here? In fact, may they not be far better barbers by the time they are through their apprenticeship than a person who has gone through a trade school here?

Mr. Marquis: No; it is the contrary.

(Translation)

It all depends on the country they come from. As I said earlier, there are some who comes from Germany, some who come from France, but if you take those who come from Italy and from Sicily, for example, they have nothing at all. With those who come as barbers from Greece, it is the same thing. Their training schools there are similar to our own—they only receive four or five months of schooling and then are given certificates. All schools give certificates, but actual training schools do not exist outside France and Germany. In France, after three years they obtain certificates of professional aptitude, "C.A.P.". After five years, they are certified. Germany has a similar system. We do not have many problems with these people because they have the necessary schooling. Even if they do not pass their exams here, they are admitted in the trade because they have the schooling for apprenticeship or training.

Senator Fournier (Madawaska-Restigouche): Precisely what is it that you want us to do?

Mr. Marquis: I am not quite sure how to express it as I am not familiar with your immigration system, but I understand you have Immigration offices in those countries. We would like to see those offices do any necessary investigating of such matters.

(English)

Mr. Badanai: Are we to understand that you are opposed to the immigration of hairdressers from Italy and Greece? Is that what you are saying?

Mr. Marquis: Yes.

Mr. Badanai: Why?

(Translation)

Mr. Marquis: Because the people who come from these various countries do not meet the requirements of Quebec law.

(English)

Mr. Badanai: In the final analysis, of course, the customers are going to leave these hairdressers if they are not satisfied with their work. Naturally, they will not go to them.

(Translation)

Mr. Marquis: That is not really the way to regulate this.

(English)

The Joint Chairman Mr. Klein: But, Mr. Badanai, you do not understand. Whether or not they are good hairdressers, if they do not have nine years of education they cannot be hairdressers.

Mr. Badanai: You do not want immigration; is that it?

Mr. Marquis: We want it, but we want the good ones.

The Joint Chairman Mr. Klein: Mr. Pelletier has not yet finished.

(Translation)

Mr. Pelletier: You refer to countries in Europe, such as France, Belgium and Germany, which have vocational schools. When immigrants from those countries come here with their certificates, they never fail your exams. Is this a fact?

Mr. Marquis: There are very few failures. But even when they do fail they are always admitted because they have enough education.

Mr. Pelletier: In a few minutes I will come back to schooling, but before that I would like to ask about the certificates which are produced by people coming from Spain, Greece, Portugal or elsewhere.

Mr. Marquis: Trade certificates?

Mr. Pelletier: Yes, trade certificates. I would like to know if they are authentic documents which can be checked. Have you any way of knowing whether they spent three months, or six months at schools or whether the certificate is a false one, issued by somebody in order to help them emigrate?

Mr. Marquis: All these certificates from trade schools are issued after four or six months. This generally applies everywhere.

Mr. Pelletier: What about here?

Mr. Marquis: Six months here, too. The trade takes six months.

But it is impossible for us to check all the certificates submitted to us.

The only way to check is to have the person try the examination, and if that person fails, he obviously has not had five or six years on the job, as his papers would indicate. As it is not possible to check the authenticity of the certificate, the examination is the only alternative.

Mr. Pelletier: In other words, you are not against immigration of barbers from Germany, Belgium or France?

Mr. Marquis: If they are qualified, we agree with this, because what we lack at present is skilled people; there is a shortage of skilled people.

Mr. Pelletier: There are provincial laws in Quebec and Ontario which require, of Canadians as well as of others, Grade 8 or 9. Earlier you mentioned elementary biology classes which would require at least Grade 8 or 9 in a vocational school. Do these courses really require Grade 8 or 9?

Mr. Marquis: Yes, they do.

Mr. Pelletier: I do not mean from a legal point of view, but from a practical one.

Mr. Marquis: This is necessary.

Mr. Pelletier: One who has completed Grade 9 could not qualify—

Mr. Marquis: One who has Grade 9 can.

Mr. Pelletier: But a person who has not achieved Grade 9 does not qualify for entering a Canadian hairdressing school?

Mr. Marquis: No.

(English)

Mr. Badanai: May I ask one more question, Mr. Chairman?

Does a hairdresser require a permit to operate in Montreal, or in Quebec? Do they require a licence?

Mr. Marquis: Yes. They have first to get a permit from the City Hall. *(English)*

Mr. Badanai: Do they have to pass a test before they get the licence?

Mr. Marquis: No. Everybody can open a...

Mr. Badanai: Everyone can apply for a licence, and they get it.

(Translation)

Mr. Marquis: Anybody can apply for a licence, and operate a barber shop without necessarily being a barber.

(English)

Mr. Badanai: I suppose I could apply for and get a licence to be a hairdresser, but the customer...

(Translation)

Mr. Marquis: Anyone can open a hairdresser's shop.

(English)

The Joint Chairman Mr. Klein: You can operate a shop but the people you hire must be qualified by the Hairdressers Parity Committee before they can work for you. There is no use your opening a hairdressing parlour until you find out whether you can get people to work for you.

Mr. Badanai: After hearing the witness I am sure I will not.

Mr. Enns: May I carry on from there? You say that you seldom have to disqualify people coming from France, Belgium or Germany; that usually their certificates are valid and they can pass an adequate test. If there were someone from France or Germany who could not pass the test he would not be able to work at the profession?

(Translation)

Mr. Marquis: Yes, he can get a licence or a permit, provided that he has the right educational level. For these people it is fairly easy—most of them have it.

(English)

Mr. Enns: Yes; but there would be some, let us say, who would not pass the required test. Therefore, this would disqualify them and make them unemployable?

(Translation)

Mr. Marquis: He cannot be accepted.

Mr. Enns: Similarly, anyone coming from Greece, Italy, or any other country whose requirements you say are questionable could not qualify. Therefore, I cannot see that there is any real problem. I can see many failures by applicants from those countries, but is it really any threat to your association?

(Translation)

Mr. Marquis: Most of them do not succeed. Then they go back to the Department of Immigration or to the Department of Labour of Quebec, or anywhere there is any possibility of their being accepted. These two trades are especially mentioned in the laws. As I was saying, the situation in Ontario is very different from that in Quebec and each province has vastly different rules. You could reside in Ontario for ten years without obtaining a license, because licenses for those trades are issued by the Ontario Department of Labour. So if the person concerned does not apply, the Department does not take the initiative.

(English)

The Joint Chairman Mr. Klein: Have you finished, Mr. Enns?

Mr. Enns: That is all for now.

Mr. Dinsdale: The last comment of the witness would suggest that his complaint is that the Department of Immigration is forcing the barbers' association to accept these people even though they are not qualified. Is that right?

Mr. Marquis: Exactly.

Mr. Dinsdale: Let us tell the Department of Immigration to desist.

(Translation)

Senator Fournier (Madawaska-Restigouche): I would like to hear what the ladies have to say. They represent other groups.

Mr. Marquis: Do you have any recommendations to make?

Miss Brosseau: The situation is the same in the two trades. They are related trades and have the same problems.

(English)

Mr. Régimbal: Have you been able to discover why a man would rather come over as a boilermaker than as a barber?

(Translation)

Mr. Marquis: Yes, I have a case here of somebody coming from Portugal, who tried the test and failed. She has an education level equivalent to Grade 6, so what can we do?

Senator Fournier: Have you discovered why a European prefers to come here as a tinsmith and then turns to a barber's trade?

Mr. Marquis: When I inquired about this, I was informed that they were advised to show this as their trade, as otherwise they would not be accepted.

Senator Desruisseaux: Who so advised them? A member of the Department of Immigration?

Mr. Marquis: In the countries where there are immigration offices.

(English)

Mr. Nasserden: Do you have any trouble with people who have not reached that standard coming from other parts of Canada into the province of Quebec?

Mr. Marquis: Yes.

Mr. Nasserden: Do you have an association of hairdressers and barbers in the province of Quebec? Is there a national association?

Mr. Marquis: No.

Mr. Nasserden: Is there an association at the national level that sets any standards?

Mr. Marquis: No.

Mr. Nasserden: Do you think that it would be a good thing if we had that?

An hon. Member: It would not.

Mr. Nasserden: I am asking the witness whether he thinks it would be a good thing if they had that.

(Translation)

Mr. Marquis: I think it would be a good thing. It would be much easier for everybody if the same regulations prevailed in the ten provinces. Nova Scotia and New Brunswick have no requirements whatsoever.

(English)

Mr. Nasserden: My only other comment would be that we will be watching you very closely to see you giving leadership to get this across Canada.

The Joint Chairman Mr. Klein: Do you want to put another question?

Mr. Enns: I would like, first of all, to state...

(Translation)

Mr. Marquis: You may reply if you wish. You have the same difficulties.

(English)

Mr. Enns: First of all, I want to clarify one thing. The hairdressers and barbers are appearing here together because they have essentially the same grievance; is this correct? It seems to me that it is mostly a grievance that you are airing before us.

You will understand that we are trying to look at immigration policies, and we are not quite sure what you are asking of us in this area. If you are saying that Nova Scotia does not have standards the same as those of Manitoba, that is a problem different from immigration. Would you not agreed?

The Joint Chairman Mr. Klein: Mr. Enns, I think, unless I am mistaken, that when Mr. Pepin appeared here last night for the CNTU he said that he could not understand why a person needed a ninth grade education to cut hair as a barber. I think he said that. I think he said that if they did not have ninth grade what did that mean? Would they cut the hair too short? I think this is what he said.

In the context of that, I think the Committee should hear these witnesses. Why should a man need nine years of education to cut hair as a barber? Perhaps there might be a distinction as a hairdresser; I do not know; but I do not know why a man should need nine years of education to cut hair.

These are some of the areas in which the Immigration Department and the labour unions are saying that Quebec is losing good immigrants who could learn French and who could adapt themselves to the French culture. They are discouraged from doing so because the standards set by the self-regulatory bodies in the province of Quebec are higher than in other provinces and are discouraging immigrants, and immigrants are leaving the province of Quebec. This I think, is what has been stated.

Mr. Pelletier: This is not exclusively a Quebec problem, though.

The Joint Chairman Mr. Klein: Perhaps not, but I think the province of Quebec is discouraging immigrants from staying here and learning French by making setting that are higher than in other provinces.

Mr. Enns: I am sure, Mr. Chairman, that you and I would prefer to have the most knowledgeable person attend to our coiffure. I do not quarrel with the standards, particularly. I think you need persons who know something about disease.

Are you saying that the standards are too high, sir?

Mr. Marquis: No.

Mr. Enns: You are not saying that?

Mr. Marquis: They are not too high.

Mr. Enns: Do you wish them to be lowered?

Mr. Marquis: I still believe they are a little too low.

(Translation)

Mr. Marquis: The Quebec Federation intends to require Grade 11 in future.

(English)

The Joint Chairman Mr. Klein: I think Mr. Pepin made that statement yesterday. Is that not correct?

Mr. Enns: Yes, I believe some statement of that kind was made. I am still a little bit confused.

The Joint Chairman Mr. Klein: Mr. Pepin made the statement that they were discouraging immigrants from staying in Quebec. That is the statement he made.

Senator Pearson: Mr. Chairman, I just want to make a comment here. I think that the higher education is to the advantage of the barber, because I have to sit in the chair and listen to his comments and if he is not educated his comments do not mean anything to me.

(Translation)

Mr. Marquis: Yes, you are right there. In the United States, for example, there are no two states that have the same educational requirements. California, Florida, New York, Massachusetts, Vermont, all have varying standards.

(English)

Senator Cameron: Mr. Chairman, I wonder if a barber needs higher qualifications to create these beatnik haircuts today?

(Translation)

Mr. Marquis: It might be argued that the educational standard need not be very high to

learn hairdressing, but you have to understand that a barber or a hairdresser must have some education to learn the trade and to deal with his customers.

(English)

Mr. Nasserden: Mr. Chairman, I think that everyone on this Committee will agree that barbering and hairdressing require a great deal of skill and an education as well.

The question that I would like to ask applies not only to barbering and hairdressing but to many other professions in this country that are having the same problem with people coming in as immigrants.

Do you think that the federal government should promote a conference of the various bodies which regulate the trades or professions to try to get them to have one standard across the country?

(Translation)

Mr. Marquis: I think it would be very well appreciated by the profession.

(English)

Mr. Nasserden: Thank you very much.

(Translation)

Mr. Régimbal: Would you tell us exactly what recommendations you would like to make to the Department of Immigration?

Mr. Marquis: The main thing, I think, would be that everybody who comes here should have a minimum of Grade 9. This would apply especially to people coming to Montreal, as the province of Ontario requires Grade 10.

Mr. Régimbal: Would this mean education in these trades, or general academic education?

Mr. Marquis: I would not say generally.

Mr. Régimbal: You are speaking of your trade?

Mr. Marquis: Yes.

Mr. Régimbal: You would require the Grade 9 level?

Mr. Marquis: Yes as it is actually required by provincial law at the moment.

An hon. Member: It would depend on the qualifications shown.

Mr. Marquis: Yes, but they are always allowed to sit for an examination and are then classified according to their qualifications. If

they fail, they have no one but themselves to blame. But they are allowed to continue to train in their trade as long as they have Grade 9.

(English)

The Joint Chairman Mr. Klein: Are there any further questions, gentlemen? Thank you very much.

Gentlemen that takes care of the schedule for today.

Mr. Badanai: Are we meeting tomorrow at 9:30?

The Joint Chairman Mr. Klein: We will adjourn until 9:30 tomorrow morning.

Senator Fournier: Is there no way we could start at 9? We are all up at 9 o'clock?

The Joint Chairman Mr. Klein: We cannot start earlier because we have called our witnesses for 9:30.

APPENDIX M

SUBMITTED TO THE
SPECIAL JOINT COMMITTEE OF THE
SENATE AND HOUSE OF COMMONS
BY THE
UNITED COUNCIL FOR HUMAN RIGHTS

Montreal, February 23, 1967

Honorable Senators and Members of
Parliament, Members of the Special
Committee of the Senate and House
of Commons on Immigration

Ladies, Sirs

The United Council for Human Rights before you today represents hundreds of thousands of citizens of the Province of Québec grouped in various associations (labour unions, student's associations, ethnic, religious and social groups, etc.) list of which is attached.

Our committee and affiliated members have been interested since a long time in the problems of the Canadian Immigration. We often had to recognize that the actual law and procedures do not always give justice to the immigrants which are not given sufficient means to protect their rights.

We therefore believe that there is an urgent need to bring reforms in the law and procedures of the Canadian Immigration. However the reforms proposed by the Government White Paper appears to us to be incomplete and inadequate. Some of the proposed measures even appear to us to be regressive and susceptible to create vexatious procedures for the immigrants which cannot be justified for the aims of immigration.

This document which has been adopted by the General Assembly of our members last November 16, contains our main remarks and recommendations.

Our prime objective by submitting it to you is to bring to your attention the danger which some of the proposed measures may present to the rights and liberties of the individual and the need for keeping in mind the various humanitarian aspects which are so important for the individual immigrant as well as in maintaining our reputation as a country which respects the dignity of the human being.

We hope that these remarks and recommendations will be given serious consideration.

Respectfully submitted,
UNITED COUNCIL FOR HUMAN RIGHTS
President, Gérard Rancourt,
Vice-Pres, Michael Rubinstein, Q.C.,
Richard Leslie,
Rev. Robert Riendeau,
Treasurer, Harry Lautman,
Secretary, Gérard Poirier,
Directors, David Franklin,
Maurice Silcoff,
A. H. J. Faitlin, Q.C.,
Ivan Morrisson,
Gérard Picard,
Pierre Chenier,
Exe.-Sec., Langis Sirois.

HUMAN RIGHTS IN IMMIGRATION
THE GOVERNMENT WHITE PAPER

Be it Resolved That

We welcome the acceptance by the Minister of Manpower and Immigration of the principle that there shall henceforth be no discrimination in immigration law and procedures by reason of race, colour or religion.

We welcome the proposed reconstitution of the Board of Immigration Appeals as an independent court of record with appeals on questions of law to the Supreme Court of Canada and with authority to deal conclusively in all respects with appeals against orders of deportation; and

We welcome the power given to the Board of Immigration Appeals to stay the execution of deportation orders on the ground of unusual hardship and the possibility that the person concerned may be punished for activities of a political nature should he be deported; but we object to restricting its powers regarding appeals from refusals to approve sponsorship applications to those made by Canadian citizens and Recommend that there shall also be an appeal from the rejection of sponsorship applications made by any landed immigrant; and we

View with concern the exclusion from the Board's jurisdiction of the power to examine into and determine the justification for decisions, based on criminal intelligence reports which are undisclosed, to refuse stay of deportation; and

We also recommend that the Board of Immigration Appeals be given the power to consider and pass upon appeals in connection with

- (a) refusal of Special Inquiry Officers to grant conditional release;
- (b) unreasonable conditions for release and demands for exorbitant amount for release bonds;
- (c) denials to grant voluntary departure;
- (d) refusals to grant extensions of temporary permits and requests for change from one non-immigrant status to another non-immigrant status.

We object to the proposed restriction of sponsorship to what are now described as "true dependents" and state that to make "dependency" the prime reason for uniting families is to ignore the emotional and human factors which are the real bases for family solidarity; and we recommend that the family unit shall consist not only of those related by blood, up to and including brother and sister (regardless of age or marital status and regardless whether or not the would-be immigrant may enter the labour force), but also stepfather, stepmother, stepchildren, adopted children in legal custody of sponsoring adoptive parents and illegitimate children in the legal custody of the sponsoring natural father; we also object to the introduction of literacy tests (which in the past have proved impractical and open to abuse) and we object to the restriction, six years hence, of the right of sponsorship of landed immigrants with respect to certain of their blood relatives until the acquisition of Canadian citizenship.

We recommend that change of status from that of non-immigrant to that of immigrant while in this country, be liberalized to afford relief not only in all cases of bonafide marriage to a Canadian citizen or landed immigrant but also in all cases where undue hardship may be caused by deportation.

We view with concern the Minister's acceptance of the vicious principle of "guilt by association" and the granting of extraordinary powers to immigrant officers to make subjective decisions and believe that, unless proper safeguards for review, both administrative and judicial, are afforded and clear and precise definitions are set forth in the Act or published regulations, the following proposed categories should not be included in the list of prohibited classes, to wit, "persons suspected of associating with criminals, so-called professional gamblers, confidence men and fugitives from justice who have not been declared to be such by the regular courts of law; we also recommend that the existing provisions of the Immigration Act which give immigration officers the power to determine

whether a person is "likely" to commit an offence or "likely" to become a public charge and which recognize "guilt by association" be reviewed and carefully redrafted to avoid abuse.

We also view with concern the intention to include in the prohibited classes those "attempting to circumvent immigration procedures" unless these "procedures" are clearly set forth in the Act or in published regulations available to the public; and we also view with concern the proposed inclusion in the prohibited classes of those who give "false and misleading information about themselves or their intentions" unless it is clearly set forth that the misrepresentation is wilful and the information is material and relates to immigration matters, otherwise, this power is open to abuse and would lead to "fishing expeditions" into the private lives of individuals into areas of no direct concern to the immigration department.

We also view with concern the suggestion that immigrants be compelled to carry and present identity cards whenever dealing with municipal, provincial or federal agencies as an unnecessary emergency police measure which would also open the door to the harassment and embarrassment not only of immigrants but also of Canadian citizens.

We also view with concern the suggestion that the immigration department set up and expand its own investigative force as an unnecessary emergency police measure and an unnecessary proliferation of police forces. The existing police agencies, municipal, provincial and federal, should be more than adequate to deal with any investigations required by the immigration department.

We also view with concern the suggestion that immigrants be fingerprinted and reject the equating of people immigrating to this country with those applying for posts in "sensitive areas" where the interest of national security may require such invasion of privacy. Immigration law is not emergency legislation and the treatment of immigrants as potential criminals is unwarranted.

We also view with concern the intention to eliminate the bar to deportation after five years residence in Canada and restrict its application to Canadian citizens only (particularly since the granting of Canadian citizenship is purely discretionary and may be denied for undisclosed reasons); we consider a provision for the limitation of deportation action is morally just, humane and in conformity with the practice of civilized countries.

We further recommend that

- (a) the right to counsel should be meaningful and should be exercisable immediately upon detention;
- (b) there be a complete separation of officers performing adjudicatory functions from those handling the investigation and prosecution of cases;
- (c) petty offences be excluded from those convictions under the Canadian Criminal Code that are subject to deportation;
- (d) Medical Appeal Board be established to deal with appeals in medical cases and that the right to submit independent medical evidence be afforded;
- (e) the machinery for waivers of inadmissibility under the proviso of section 5(d) be spelled out in the published regulations;
- (f) voluntary departure be made meaningful and that persons to whom it is granted be given the right to reapply after one year without the prior permission of the Minister;
- (g) evidence before the Special Inquiry Officers should have probative value and not merely be "credible and trustworthy in the opinion of the special inquiry officer";
- (h) judges be given the power to recommend no deportation in convictions under the Criminal Code;
- (i) police cells and prisons be not designated as "immigrant stations";
- (j) machinery be set up to prevent unreasonable delay in processing cases.

Fédération des Travailleurs du Québec—Quebec Federation of Labour.

Confédération des Syndicats Nationaux—Confederation of National Trade Unions.

Comité Ouvrier Juif—Jewish Labour Committee.

Congrès Juif Canadien—Canadian Jewish Congress.

Union Générale des Etudiants du Québec.
Association des Citoyens Noirs—Negro Citizenship Association.

Centre Communautaire Noir—Negro Community Centre.

Jamaica Association of Montreal.

Association Canadienne des Nations-Unies—Montreal Branch.

United Nations Association in Canada—Montreal Branch.

Office des Oeuvres de l'Archevêché de Montréal.

Conseil du Travail de Montréal—Montreal Labour Council.

Union Internationale des Ouvriers du Vêtement pour Dames.

International Ladies' Garment Workers' Union.

Travailleurs Amalgamés du Vêtement d'Amérique.

Amalgamated Clothing Workers of America.

Union des Chapeliers—Local 49—Millinery Workers Union.

Union des Artistes de Montréal.

Union Internationale des Employés de Service d'Edifices.

Building Service Employees' International Union.

Fraternité Internationale des Travailleurs de l'Industrie des Pâtes et Papiers.

International Brotherhood of Pulp, Sulphite & Mill Workers.

Association Générale des Etudiants de l'Université de Montréal.

Association Générale des Etudiants de l'Université Laval.

Association Générale des Etudiants de l'Université de Sherbrooke.

Society of Friends (Quakers).

Open Door Society.

Cercle Ouvrier, Workmens' Circle.

Humanist Fellowship of Montreal.

APPENDIX N

(Translation)

Marc Abelly
10875 Louis Fréchette A 10
Montreal (North)
Canada

Montreal, January 27, 1967

Mr. Maxime Guitard
Clerk of the Special Joint Committee on
Immigration
House of Commons
Ottawa 4—Ontario—

Dear Mr. Guitard,

I was particularly interested in the article which appeared in *Le Devoir* late in 1966 concerning briefs to be submitted to the Special Committee on Immigration on January 30, 1967, and therefore I am sending you a copy of the letter which I sent to Mr. Jean Marchand—Canadian Minister of Immigration in Ottawa—on August 10, 1966.

I would be happy to develop further any parts of this letter for you.

Sincerely,
M. Abelly

Copy

Mr. Jean Marchand
Minister of Immigration for Canada
Ottawa

Dear Mr. Marchand,

Pursuant to your recent visit to France, which was reported on radio, on television and in the local press, and particularly in reference to your statements as to the reasons for which French immigrants do not feel at home in Canada, I venture to send to you, enclosed herewith, my personal conclusions as a French immigrant (visa no. OJ-690) and those of four other members of my family, themselves French immigrants, who arrived in Canada before or after me.

We feel that:

1. First of all, it is important that you fight against prejudices concerning Canada, according to which Canada does not measure up to one's expectations, such opinions being spread in France by disappointed immigrants who have returned to France, having been unable to adapt to Canada. To do so, may I suggest:

(a) adequate documentary publicity in the major French daily newspapers, using answer coupons to be returned to the immigration offices in Paris, Marseilles

and Bordeaux, which, in return, would send objective information for future immigrants—Air Canada (France) is now doing useful work along these lines, distributing very interesting folders, maps, etc. . . .;

(b) colour films, encouraging people to spend their holidays in Canada, dealing with fishing, hunting and, in particular, camping and skiing in Canada, would be useful if offered free of charge to the Plants Committees and Ski Clubs of large French factories;

(c) advertised beforehand in the newspapers and over the radio, showings of the same type of films offered free of charge to the public by the immigration offices in all large French centres—no boring lectures, but distribution of folders during these meetings.

2. In another connection, it would be desirable:

(a) to expedite and facilitate visa formalities as far as possible, particularly at Marseilles where it is ridiculous to ask prospective immigrants to pay for medical tests, X-rays, which are expensive in any case and even more so for an entire family;

(b) to offer prospective immigrants the opportunity of delaying payment of their passage until a year after their arrival, and then by monthly installments.—And we do mean offer—.

3. Set up a permanent reception service at Dorval airport, where charming French Canadian hostesses, presenting a radiant introduction to Canada, could give each of the immigrants a map of the city of Montreal, stamped post cards, a package of cigarettes, matches, the day's newspaper, a Canadian specialty (pastry) and a newcomer's guide book (see paragraph No. 7), all such things being presented in a handsome travelling bag.

4. Open a lodging centre in Montreal where the French immigrant could stay free of charge for three months. He would be taken there on arrival. The lodging centre, which should be spotlessly clean, would include rooms (maximum four persons), showers, basins, toilets, telephone, and possibly rooms for families, at least five hundred beds, and a reading room with television sets for the immigrants; they would also receive a non-transferable entry card.

5. A free non-transferable public transportation card would be given to the immigrant

on his arrival, allowing him to use the bus lines and subway freely for three months, to assist him in finding a job.

6. The national immigration service at 305 Dorchester Blvd. would be modernized, mechanized, enlarged, and staffed by very understanding people; since it is often necessary to spend three days simply to be processed by this service, and since patience is not generally the Frenchman's greatest virtue, he often feels abandoned in this office, his great distress at the long, uncomfortable wait, the suspicious attitudes of some officials and the feeling of powerlessness and incomprehension which this body demonstrates often, in the long or short run, encourages plans for return on the part of the new arrival, who, once in Canada, considered himself free at last of France's excessive bureaucracy.

7. As regard the newcomer's guide book mentioned in paragraph No. 5: it should be, above all, a guide containing the simplest possible information, in order to help the immigrant combat possible feelings of bewilderment in his new surroundings. To accomplish this, it should:

(a) demonstrate the insignificance of distance in the world today and, even more so, in the future—today, Paris-Montreal in 6½ hours, five years from now, in 2½ hours—;

(b) any letter mailed from the farthest corner of France, from Nice for example, takes less than two days to reach its destination in Montreal;

(c) The ease of sending telegrams at \$2.31 for 22 words (night rate), or \$0.21 word at the normal rate;

(d) possibility of using the telephone at any time (they are so expensive and hard

to come by in France, where there are only 5,704,000 telephones for 50 million people, while in Canada there are 7,021,000 for 20 million people). It costs \$12 for a 3 minute call to France, (and even less at night) and never takes more than 15 to 20 minutes to be connected with loved ones left behind in France;

(e) emphasize the fact that, in contrast with France, it is not necessary to submit a written request before trying the test for a driver's licence, which candidates may obtain by coming to Place Crémazie with \$5 for examination fees and \$5 to rent a car;

(f) suggest that the immigrant use his Sundays and free time to advantage by making visits free of charge to inter alia, the Botanical Gardens, the Museum of Modern Art, etc. . . ;

(g) stress the advantage of knowing the English language, which is taught free of charge (night school);

(h) inform the immigrant that unless his behaviour is unsatisfactory, he can become a Canadian citizen in five years, with all the advantages which citizenship bestows.

We realize that all this is a great deal to ask, however we would be happy if, by applying these measures, you could be in a better position to help future immigrants feel "at home in Canada", so that they may say "Ubi bene ibi Patria".

I hope that this information will be of some assistance to you.

Yours truly

Marc Abelly

APPENDIX O

[English]

CATHOLIC IMMIGRANT SERVICES
CANADA

637 Craig St., West, Montreal (3)

The Honourable Minister of Manpower and Immigration and Members of the Special Joint Committee on Immigration

Since the White Paper on Immigration invites public discussion, Catholic Immigrant Services of Canada welcomes the opportunity to present comments to the Special Joint Committee on Immigration.

By way of introduction, Catholic Immigrant Services of Canada is the official national organ of the Catholic Church in Canada on matters of immigration. CIS is also one of the previous four recognized Church organizations accepted in this capacity by the Immigration Department.

CIS has along with the voluntary agencies in the field welcomed the appearance of the White Paper and commends the Government of Canada in this effort to improve the policy and administration of immigration.

Selection

CIS is in total agreement that Canada will be for some years to come an immigration country and also that a more determined and clearer policy is needed to develop our country by means of continued immigration. We have noted with pleasure that the White Paper proposes to disregard the country of origin as a basis for admission to Canada and that all Canadian citizens will be able to sponsor from all countries all the various categories of peoples who may now be sponsored under previous policy from Europe and the Americas.

Sponsorship

1. *Un-sponsored immigrants*: We completely endorse the policy that unsponsored immigrants who meet requirements for entrance will be able to bring their families under a passage loan. We express, as we have in the past, that the administration of this policy be such that separated family units will not again pose as a problem and impose any hardships on the breadwinner who is accepted for admission to Canada.

We would like to see in the new policy a greater clarification in regard to what flexi-

bility is anticipated in the administration of this policy. In addition we would recommend that more detail be provided in cases where a family includes not only the wife and minor children, but also older children who are able to find their place immediately in Canada's labor market.

2. *Sponsored Immigrants*: CIS, as a result of its very close relationship with the previous programme and the operation of its own travel loan fund for this classification, would ask that the proposed new policy be subject to very close scrutiny with provision for revision if experience will indicate a change. We also recommend that the role of a sponsor under this proposed programme be given more detailed attention. No mention is made in this portion of the Paper of travel costs and CIS would like to know if part of the policy will demand that the sponsor be able and, in actual fact, provide all the necessary travel costs for the proposed immigrants.

Humanitarian Immigration

We are pleased that the Government of Canada in its plans calls for a Refugee Commission. This portion of the White Paper CIS finds too cryptic, and unless much more detail is supplied for implementation the difficulties of the past in regard to refugees will still remain. We humbly request that the policy be clarified and developed. We also would request that the contribution available from voluntary organizations in this area be recognized and become part of the accepted pattern under which Canada will assist refugees.

Other Sponsorships

We are disappointed that the White Paper has not given any cognizance to the role of sponsorships under the auspices of accepted voluntary organizations. The history of immigration to Canada to date has proven the contribution to Canada and to the immigrant that these organizations have made in the past, and we affirm that these organizations are prepared to continue to work in this partnership basis with the Department. We feel that there should be some provisions for continued full or co-sponsorship arrangements with these organizations. In proposing this to the Committee we hasten to add that the question of final decisions on cases, control movements, etc., will continue, as it should, to be entirely within the jurisdiction of the Department. However, without these additional provisions, CIS knows from experience

that many deserving immigrants will be unable to contribute to Canada's growth and development.

Deportation

We would commend the White Paper for its attempts to clarify the terms of deportation. However, CIS suggests that this whole section needs more study and revision. It is too vague and also contains some objectionable phraseology, e.g. "with indigency, disloyalty, etc."

We further endorse the creation of the Immigration Appeal Board and concur with the attempt herein to limit the area of political pressures.

Social Services

CIS with its diocesan offices throughout Canada has always been dedicated to the task of assisting with the integration of immigrants in Canada. In this section of the White Paper we are concerned that the focus is only geared to the economic and placement needs, and more detail must be given to the means of developing a total integration service to the immigrant. We are seriously worried that the administration outside of the Department of

Immigration and Manpower of these larger needs will create serious difficulties, both in the administration and the development of a needed total social network of services. Again little or no recognition is given to the role of the voluntary agencies who in times past have actually effected and given these services to the immigrants. We ask that some plan be formulated whereby the partnership with voluntary organizations be proposed so that the immigrants' true adjustment in Canada can be provided for in the framework of this policy.

Advisory Council

Finally, CIS welcomes the proposal to set up advisory Councils. We have long felt that the voluntary section involved for years in the immigration field has a definite contribution to make to assist the Department in achieving a healthy immigration policy for Canada.

CATHOLIC IMMIGRANT SERVICES

(Rt. Rev.) Msgr. J. N. Gelineau, D. P.
President

(Rt. Rev.) Msgr. J. A. Malouin, D. P.
General Secretary

January 1967

APPENDIX P

*Brief on Immigration from Germany, to the
Special Joint Committee of the Senate
and the House of Commons*

PURPOSE

My name is Ernest Zuendel, I am a young German immigrant, born in 1939, resident in Canada for the last eight years, married to a French-Canadian girl, father of two children and I am selfemployed.

I like Canada, I love its scenic beauty, its majestic snowcapped mountains, its mighty untamed rivers, the endless rolling prairies, and its multitude of lakes. I particularly enjoy the cosmopolitan atmosphere of Canada's large cities and the old world charm of Quebec, along with the ruggedness of the Maritimes.

Because I like it here, I felt it my duty to share with you, who were chosen to determine the future policy of immigration for Canada, my personal experiences with your Immigration officials while I was still in Germany, then my rather disheartening experiences in every day life here, and I will suggest some solutions or improvements. Last but not least I hope to offer positive and constructive steps, of how to increase and attract a greater number of highly skilled, well educated and healthy immigrants from Germany.

CANADIAN IMMIGRATION OFFICIALS AND PROCEDURES IN GERMANY

High praise is in order for the friendly, efficient and very thorough handling of one's application for Emigration to Canada. The tests given are excellent, the medical examinations and security check are of the highest standard. The advice as to the availability of work opportunities and their location proved to be absolutely correct.

Upon arrival here, excellent assistance was given in the securing of employment and lodging. The language and citizenship training courses are also of high caliber.

DISHEARTENING EXPERIENCES IN EVERY DAY LIFE FOR A GERMAN IMMIGRANT

As soon as a German immigrant understands enough English or French he finds to his complete amazement, a veritable wave of Anti-German sentiment expressed by the

newsmedia, radio, television and especially the film industry.

In newspapers a steady stream of highly emotionalized accounts of alleged nazi atrocities, and the supposedly ever present danger of Neo-Nazis ceasing power in Germany, with an alleged internal threat of imminent Nazi-takeover, by a handful of misguided teenagers right here in Canada, all of which only serves to keep alive old hatreds and suspicions.

The bookstores and magazine stands are stacked with wildly exaggerated tales, of torture, rape and barbarism all bound in flashy, lurid and bloodthirsty covers, of half naked seductive women, to attract the young and indiscriminating reader, with the clear intent to fill yet another brain with poison and choke another heart with hate, for everything German past and present.

On national television we are weekly subjected to deliberate historical distortions and pictorial misrepresentations, that show German soldiers as barbaric brutes, bajonetting babies, raping nuns, shooting prisoners in the back, and burning villages and a great variety of similar phantasies of some "demented revenge obsessed" scriptwriter or producer.

Combat, Hogans Heroes, Blue Light, La vie d'Hitler, d'Hier à demain etc. etc. are only a few of the programs that are offensive to Canadas third largest ethnic group.

In the movie theaters we have the same old theme in a new variation, Anti-Nazi (and by sly inference and guilt by association smear) Anti-German, such films as The Longest Day, Mein Kampf, Battle of the Bulge etc. even in musicals and comedies such as, The Sound of Music, do we find this same kind of insane mindwarping lying propaganda.

The result is, that at work and socially the average German immigrant finds himself ostracized and if one tries to point out the most obvious distortions of historical realities, one is immediately branded and permanently labeled a NAZI, with all its dire consequences.

It is my contention that since the war has been over for over 20 years now, an entirely new generation of German immigrants have to be attracted to Canada, we did not fight in the war because we were only infants, we recall only the rain of bombs and the destruction of our homes by allied planes. We remember with horror the death of our fathers and mothers, our own brothers and sisters in the flaming inferno of indiscriminate

bombings. We also remember the pillage rape and murder by the allies, the starvation and the occupation of the post war years.

We the new generation are no more guilty of war crimes than are American or Canadian youth of our own age. We are fed up with forever being made the whipping boy and the bogeyman of history.

We want equal and fair treatment in the newsmedia and on television. Canada cannot on the one hand want to increase highly skilled German immigration and as soon as these people get here, continuously agitate and unjustly defile them, their fathers and their heritage, thereby inhibiting them and stifling the energies so necessary to nation-building.

We are ready and willing to give our best, to contribute our skills, our inventive genius to the greatness of Canada and Western Civilization as a whole but only after we are treated as equals. We expect from the people of this country that 20 years after the war, we can unite in the task of building this nation or let old hatreds and petty jealousies tear it asunder.

We Germans and German-Canadians extend our hand to all Canadians of any ethnic group, so that together we may realize the grand vision of the Fathers of Confederation

Specific proposals: How to attract more skilled immigrants from Europe.

Since Europe is prosperous right now, it will not suffice to stress economic advantages only, we should stress the vastness of this land, its scenic beauty, its untouched wilderness, full of bear and moose, its roaring streams filled with fish, its lakes and marshes abounding with fowl,

Its beautiful summers, that are as warm as Spain or Italy, with little rain and plenty of waterskiing. Its mellow Indian summers and

the flaming colours of glorious Canadian fall, then the winter, with its certainty of plenty of snow everywhere for the ski enthusiast.

It should be stressed that houses and apartments are available readily, that all are centrally heated, have hot and cold running water and bathtubs, and telephones are standard equipment.

A list could be published similar to the one below, which is much more meaningful than mere Dollars and Cents.

WORK TIME REQUIRED TO BUY
SELECTED COMMODITIES

RUSSIA Hours		CANADA Hours
183	Man's Wool Suit	23
49	Rayon Dress	5
41	Men's Shoes	6
38	Women's Shoes	5
13	Man's Cotton Shirt	2
5	Women's Nylon Hose	$\frac{1}{2}$
$2\frac{3}{4}$	Lb. Butter	$\frac{1}{4}$
$1\frac{3}{4}$	Doz. Eggs	$\frac{1}{4}$
$1\frac{1}{4}$	Lb. Beef	$\frac{1}{3}$

All these things seem paradisaical to many Europeans in spite of their present affluence.

If the proper balance of a romantic appeal to adventure and the pioneering spirit is struck, coupled with the modern conveniences available in Canada, and if steps are taken to remove the ill-feeling engendered by the anti-German hate campaign, by applying the provisions of the Broadcasting Act and the Canadian Criminal Code by the Minister of Justice, and the other Officials so empowered by the people of this country.

In closing, I would like to thank you for the privilege of appearing before you, and I sincerely hope my suggestions might prove helpful.

Ernest Zuendel

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations
and/or a translation into English of the French.

Copies and complete sets are available to the
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Translated by the General Bureau for Trans-
lation, Secretary of State.

LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS
First Session—Twenty-Seventh Parliament
1966-67

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON
IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE
No. 11

FRIDAY, FEBRUARY 24, 1967
(Montreal, P.Q.)

WITNESSES:

From the Negro Citizenship Association Inc.: Messrs. George Richardson, Carl Taylor and Dominic Samuel. *Mr. Giuseppe Turi. Dr. Martin Puhvel. Mr. Akos de Muszka.*

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

Baird	Fournier (<i>Madawaska-</i>	Macnaughton
Cameron	<i>Restigouche</i>)	Nichol
Croll	Hastings	Pearson
Desruisseaux	Hnatyshyn	Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken	Mr. Dinsdale	Mr. Pelletier
Mr. Badanai	Mr. Enns	Mr. Prud'homme
Mr. Baldwin	Mr. Haidasz	Mr. Régimbal
Mr. Bell (<i>Carleton</i>)	Mr. Laprise	Mr. Roxburgh
Mr. Blouin	Mr. Macaluso	Mr. Skoreyko
Mr. Brewin	Mr. Munro	Mr. Ryan
Mr. Crossman	Mr. Nasserden	Mr. Watson (<i>Châteauguay-</i>
Mr. Deachman	Mr. Orlikow	<i>Huntingdon-</i>
		<i>Laprairie</i>)—24.

(Quorum 12)

Maxime Guitard,

Clerk of the Committee.

MINUTES OF PROCEEDINGS

Friday, February 24, 1967.
(22)

The Special Joint Committee of the Senate and of the House of Commons on Immigration met at 9:45 a.m. this day at Montreal, P.Q. The Chairman of the House of Commons' section, Mr. Klein, presided.

Members present:

Representing the Senate: Honourable Senators: Baird, Cameron, Desruisseaux, Fournier, (Madawaska-Restigouche), Hnatyshyn, Pearson (6).

Representing the House of Commons: Messrs. Badanai, Blouin, Dinsdale, Enns, Klein, Laprise, Nasserden, Régimbal (8).

Also present: Mr. Allmand, M.P.

In attendance: From the Negro Citizenship Association: Messrs. George Richardson, Carl Taylor, Dominic Samuel, Mr. Giuseppe Turi, Dr. Martin Puhvel.

The Chairman opened the meeting and invited Mr. Richardson to present a summary of the brief on behalf of the Negro Citizenship Association. He was assisted by his fellow delegates.

Their examination being completed, the witnesses were thanked by the Chairman and they retired.

The Committee decided unanimously that the brief submitted by the Negro Citizenship Association be printed as an appendix to this day's Minutes of Proceedings and Evidence. (See Appendix Q).

The Chairman then called upon Mr. Giuseppe Turi. He read his brief and was questioned thereon.

His examination being completed, Mr. Turi was thanked by the Chairman for his submission, and he retired.

The Committee decided unanimously to print the brief submitted by Mr. Turi as an

appendix to this day's Minutes of Proceedings and Evidence. (See Appendix R).

Dr. Martin Puhvel, the last witness, was called. He read his brief and he was questioned thereon.

The Committee having completed its examination of the witness, the Chairman thanked Dr. Puhvel who retired.

At 12:00 o'clock noon, the Committee adjourned until 2:00 o'clock this afternoon.

AFTERNOON SITTING (23)

The Special Joint Committee of the Senate and of the House of Commons on Immigration reconvened at 2:00 p.m. this day. The Chairman of the House of Commons' section, Mr. Klein, presided.

Members present:

Representing the Senate: Honourable Senators: Baird, Cameron, Fournier, (Madawaska-Restigouche), Hnatyshyn, Pearson (5).

Representing the House of Commons: Messrs. Badanai, Blouin, Dinsdale, Enns, Klein, Laprise, Pelletier, Régimbal (8).

In attendance: Mr. Akos de Muszka.

The Chairman opened the meeting and invited Mr. Akos de Muszka to read his brief.

The examination of the witness being completed, the Chairman thanked Mr. Akos de Muszka who retired.

Before closing, Honourable Senator Cameron wished to express his appreciation to the interpreters for their marvellous work.

At 3:20 o'clock p.m., the Committee adjourned to the call of the Chair.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Friday, February 24, 1967.

The Joint Chairman Mr. Klein: Gentlemen, we are very pleased to have with us today the delegation from the Negro Citizenship Association and I am very pleased at this time to introduce Mr. George Richardson, who in turn will introduce the various members of his delegation. Mr. Richardson.

Mr. George Richardson (Chairman, Immigration Committee, Negro Citizenship Association Inc.): On my right is Carl Taylor, who is the Chairman of the Human Rights Commission of the Negro Citizenship Association and Mr. Dominic Samuel, who is a member of the Immigration Committee, Negro Citizenship Association.

The Joint Chairman Mr. Klein: Mr. Richardson, will you be presenting the brief?

Mr. Richardson: I will be presenting it.

The Joint Chairman Mr. Klein: If the other gentlemen would like to come to the table they would be very welcome. I might say that after the brief has been presented, if there is any member of the delegation who would like to comment either on the brief or on any of the questions that might be asked, please feel free to identify yourself and make whatever representations or ask whatever questions you wish.

Mr. Richardson: Mr. Chairman, honourable members of the Senate and the House of Commons, the Negro Citizenship Association, the Trinidad and Tobago Association and the Jamaica Association are very pleased this morning to be able to participate in this discussion on matters pertaining to immigration.

We have made certain submissions that we would like this Committee to consider. These submissions are as follows. That there be an end to discrimination in the law on the basis of racial, ethnic and geographic origin and, further, that a statement to this effect be incorporated into the Immigration Act. That economic factors should not be used to the exclusion of all other factors in the selection of immigrants. That more equitable methods be applied in the selection of immigrants

from the non-white countries. That we seriously doubt that the immigration needs of this country will be solely related to skilled labour, and we therefore urge that some of the unskilled immigrants who will be needed in this country be recruited from the non-white areas. That immigration offices be set up in the non-white areas, and at least one office in the Caribbean area. That there be a special relationship between Canada and the Caribbean and that all bona fide foreign students should be given permission to seek summer employment without being subjected to the arbitrary decisions of an immigration officer.

This, very briefly, is a synopsis of our presentation. There may be some points in the brief that you gentlemen would like to raise with us.

Senator Fournier: May I ask how many of your witnesses are immigrants themselves? Are they Canadian-born or are they immigrants?

Mr. Richardson: All of us are immigrants.

Senator Fournier: The reason I asked that is because you are the ones who have the problems, and this is what we want to hear.

Mr. Badanai: Are you all Canadian citizens?

Mr. Richardson: No, we are not all Canadian citizens.

Mr. Badanai: How long have you been in the country now?

Mr. Richardson: I have been in the country for about seven years.

Mr. Carl Taylor (Chairman, Human Rights Commission, Negro Citizenship Association): I have been here seven years as well.

• (9:50 a.m.)

Mr. Dominic Samuel (Member, Immigration Committee, Negro Citizenship Association): I have been here for six years.

A Witness: Eighteen years.

A Witness: Twenty-five years.

A Witness: Forty years.

The Joint Chairman Mr. Klein: Before I call on Mr. Allmand I want to welcome him here. I do not think he is actually a member of the Committee, he is here out of courtesy to the delegation appearing this morning and we are very happy to welcome him. I would like the Committee members to have an opportunity to ask questions first and then, Mr. Allmand, we will perhaps give you more time than you might ordinarily take.

Senator Fournier: Do you find that since you have been in Canada there has been some racial discrimination as far as employment is concerned? I am going to limit my question to employment. Do you find when you call for a job that you are turned down or opposed merely because of the fact that you are not a white? We hope you can answer this very, very frankly and very freely, because we are here to assist and help you, if we can, in this matter.

Mr. Richardson: In most cases when one applies for a job and one is a black one is usually allowed to fill out an application form and you may be interviewed, but this does not necessarily mean that the job would be available to you. My colleague here, Mr. Taylor, would have more information on that because he is directly connected with the Human Rights Committee of the Association.

Mr. Taylor: My views on this matter—

The Joint Chairman Mr. Klein: Would you please sit closer. Let me explain to the delegation that this is being recorded on a machine and it will be transcribed subsequently, so we have to identify the person who is speaking.

Mr. Taylor: My views on the matter are that I think it depends on the method by which you apply for a job. One cannot say *carte blanche* that there is no discrimination in employment. There is, especially in the service sector. For example, companies tend to think that you are at a disadvantage as a salesman in dealing with white firms and that you might not be able to sell as well as a white person. In other areas where skill is required, and I am speaking in terms of technical skill, the difficulty is a bit less. I think that as a whole one can say that in areas where meeting the public is part of the normal function of your duties, then employers tend to be reluctant to offer you a job immediately. You

have to convince him that you will be able to do as well as anyone else.

Senator Fournier: I will now ask you the same question on a different field. What about in your social activities and your public life, when you go to a restaurant or to a dance, when you are on the street or on a streetcar, do you find discrimination? Are you being pushed around, let us put it that way?

Mr. Richardson: I think that one can generally say that there is no discrimination of this sort. You can go almost anywhere you want and you can do anything you want to do. You can go to most bars and nightclubs. There are some occasions when the owner of the nightclub might not like a single negro male to visit the nightclub. For some strange reason he will sometimes insist that you come escorted. I do not know the particular psychological motivation for this particular attitude, but this has been known to happen and this is one area where discrimination of this type can occur. But, as a rule, I would say that negroes are pretty well integrated into the Canadian society.

Senator Fournier: Thank you, Mr. Chairman and gentlemen. I pass.

Mr. Régimbal: Gentlemen, on page 3 of your brief there is a statement by the Minister of Immigration in 1952 referring to the weather. I wish you would give us your comments as to how much baloney it is or if you do have to bear special difficulties in that direction.

Mr. Richardson: I think you used the word "baloney", and I think it is "baloney" to make such a statement because in the Montreal area there are about 10,000 negroes or black people, as you will—

The Joint Chairman Mr. Klein: From the West Indies or all kinds as a whole?

Mr. Richardson: As a whole, yes, but in the case of many of these people, either their parents or grandparents are from tropical or sub-tropical areas, and to say that they do not become readily adapted to Canadian life seems to us to be another red herring that somebody is putting across.

Mr. Régimbal: Do you still run into objections like that from the Immigration Department?

Mr. Richardson: It is very difficult. I do not think any one of us would say that the Immigration Department comes out and says

that you cannot adapt into this country. I believe there may be more subtle ways of doing this.

Mr. Régimbal: Yet the position of the one who said that was quite lofty.

Mr. Richardson: He was the Minister of Immigration. I must draw your attention to the fact that there was a subsequent statement by another gentleman, a member of parliament, who said that he did not want West Indians here because they would populate the slums of Canada.

The Joint Chairman Mr. Klein: The Canadian parliament?

Mr. Richardson: Yes, a member of the Canadian parliament.

The Joint Chairman Mr. Klein: Recently?

Mr. Richardson: In 1962.

Mr. Régimbal: In the summary at the end of your brief you stress the following:

That economic factors should not be used to the exclusion of all other factors.

I wish you would elaborate on this. Perhaps it is included in the text but I did not find it.

Mr. Richardson: My colleague, Mr. Taylor, is the economic expert and he will answer your question.

Mr. Taylor: I object to being an expert on anything.

Mr. Régimbal: That is like the fellow who came in as an expert on pollution, and the immediate reaction was that we wanted an anti-pollution expert!

• (10:00 a.m.)

Mr. Taylor: Exactly. That is why this is probably quite relevant. May be we do need an anti-economic expert to point out the other factors that are needed in an immigration policy. I think this is what we were getting at in making this statement. It seems to us that the criterion of skill is used as the primary force, carrying 75 per cent or more of the consideration that will be given to the admission of an immigrant. However, we think, because of the type of people who are immigrants, that the motivation and the other psychological and human factors and the desire to better oneself which, after all, is the reason why one person moves from one area to another—it is not simply a change of venue, it is a sort of desire to improve—that this

motivation in most cases makes a person very ready to adapt, to learn and to become a part and contribute to the society into which he moves. If I can be specific in terms of the West Indies, I think that sometimes the criterion of skill might be to the disadvantage of the West Indian because their formal training is not the order of the day. In other words, a person might be trained as a mechanic but there is no institution or institute which gives him a certificate stating that he is now a mechanic and therefore the immigration officer has no proof. He can only take the word of the prospective immigrant, and this creates difficulties. I agree with the minimum requirement in terms of education but I think that a person should be given the latitude to choose, and the motivation to come here will give him the desire to better himself and to learn.

The Joint Chairman Mr. Klein: Did you say you accept the level of education?

Mr. Taylor: Yes, the grade VII level. Speaking from the West Indian context, I think this is acceptable. I think it is selfish of us to say this because perhaps for some other countries it would not be acceptable but I think in the West Indies the majority of the people have reached grade VII.

The Joint Chairman Mr. Klein: You are only speaking of the West Indies?

Mr. Taylor: Yes; in this context I say that we, in a selfish way, would accept the grade VII requirements.

Mr. Régimbal: When you say that the negro population is in the vicinity of 10,000 people in and around Montreal I assume this is strictly Montreal. What are the numbers involved in immigration every year? Do you have approximate figures for that?

Mr. Richardson: I think over the last 20 years, from 1946 to 1966, there has been an average of about 1,000 a year.

Mr. Régimbal: About 1,000?

Mr. Richardson: Yes, about 1,000 a year.

Mr. Régimbal: Am I right in assuming that the majority of those immigrants would be in the unskilled trades?

Mr. Richardson: No. First of all I should point out to you that from about 1946 to about 1962, before skills became the criteria for admission, they were very selective about West Indians coming in, and from 1946 to

about 1951 we had an average of about 400 a year. These had to be people who had a fairly high degree of education. From about 1951 to 1962 it was about 1,000 a year, and this was before the question of skills came in.

The Joint Chairman Mr. Klein: May I ask a supplementary question? You are asking that there should not be any discrimination. If there were no discrimination, what do you think would be the number of immigrants that we could expect every year from the West Indies?

Mr. Taylor: I think that this would be a function of the diligence with which immigration officers go through the West Indies. I think that the number of immigrants depends to a large extent on the publicity and the direct campaigning that is carried on in a particular country but I think that presently only visiting teams go to the West Indies. I think that if there was an office and if there was publicity done, a lot of people might be interested in immigration but it would be difficult to estimate how many would come if there was no discrimination.

Senator Pearson: Those teams you spoke of, are they Canadian teams from Canada's Immigration Department?

Mr. Richardson: Yes.

Mr. Régimbal: Has there ever been negro representation in those teams?

Mr. Richardson: There have been five teams, as far as we know; one in 1964 and two each in 1965 and 1966. These were strictly Canadian people who went down to the various islands and made a selection.

Mr. Enns: Were any negroes ever members of the teams?

Mr. Richardson: No, not members of the teams.

Senator Fournier: How long would these trips last and how long would they stay in one locality? Would they stay for a week or ten days, or how long?

Mr. Richardson: I think it would depend very much on the number of people who come forward. I think on some of the islands they spent as much as ten days.

Senator Fournier: Was there an advance team to tell the people that this certain group was coming on a certain day?

Mr. Richardson: There are usually notices in the newspapers that a team will be coming at such and such a time.

Mr. Régimbal: Would you say that most of the immigrants would be skilled, judging by the past years' experience? Have you experienced any big economic slump during that time? Were your numbers particularly affected, or did it average out to the general experience of the environment in general?

Mr. Taylor: Do you mean a slump in the West Indies?

Mr. Régimbal: Yes, layoffs.

Mr. Taylor: In the West Indies?

Mr. Régimbal: No, here in Canada.

Mr. Taylor: As a result of immigrants coming?

Mr. Régimbal: No. Some of you have been here for 40 years, and you gave us some figures from 1946. During that time there have been recessions, for instance, in the area of 1956. Did you notice that your group was particularly affected by—

Mr. Taylor: I think I know what you are getting at; the concept of the negro being the last hired and the first fired.

Mr. Régimbal: Right.

Mr. Taylor: I have only been here since 1959 and most of the time I was a student, so I was not personally involved in the recessions and the ups and downs in the economic behaviour. I do not think that as a rule we were affected as a group. I think the West Indians who are hired are hired because of their ability, and therefore are able to maintain their jobs during periods of stress.

Mr. Régimbal: Am I also right in assuming that negroes have a tendency to conglomerate in a given section of the Montreal area, or do you spread out quite a bit?

Mr. Richardson: Very definitely. There is no conglomeration, especially since 1955 or thereabouts. The black people have been able to spread throughout Montreal and do not necessarily conglomerate in one area.

Mr. Régimbal: No, I am talking about beyond Montreal. You mentioned 10,000, and I assume the majority of that 10,000 is in the Montreal area. Could you give me some of the reasons why you have come to a metropolitan area rather than going out further afield

where there can be all kinds of opportunities. Is this a matter of choice or a matter of survival?

Mr. Richardson: One would imagine that in a metropolitan area—

Mr. Régimbal: "Survival" is the wrong word. That is not what I mean.

Mr. Richardson: One would imagine there would be more job opportunities in a metropolitan area than perhaps in a rural area. This, I think, would be the predominant reason why one would prefer to stay in a place like Toronto or Montreal or perhaps in Vancouver.

Mr. Régimbal: Do most of the jobs that you take on have more physical character than clerical? Are they more labouring jobs than white collar jobs?

Mr. Richardson: No. A lot of the West Indians who have come here recently have been in what you would call the professional class, that is, engineers, technicians and nurses. I do not think it would be fair to say that the majority of these people actually do any physical labour as such. Quite a majority are in the professional category.

Mr. Taylor: I have some statistics on the year 1965. I do not know if it would be any help to give you a rough idea, but of the 2,345 West Indian immigrant workers, 561 were professionals, that is, school teachers, nurses, doctors—

Mr. Régimbal: I missed the original figure. Out of how many, did you say?

• (10:10 a.m.)

Mr. Taylor: Out of 2,345.

The Joint Chairman Mr. Klein: Is that in your brief?

Mr. Taylor: No, it is not. Now, 561 were professionals, including 168 school teachers, 112 nurses, 67 doctors and other health workers, 41 professional engineers, 36 accountants and 18 draughtsmen. There were 618 stenotypists, bookkeepers and other clerical workers, 90 carpenters, electricians and other skilled building trade workers and 336 persons of other labour skills, including 112 mechanical repairmen and 92 tailors.

Senator Baird: I notice that quite a few maids, and what have you, have come from the West Indies. Are they on a quota? Are so many allowed per year?

Mr. Richardson: There has been a policy since 1955 under which one of the only means by which West Indian women could immigrate to Canada was to come as domestic servants. There has been a quota since about 1955 of something in the vicinity of 250 per year. I may tell you that at the Commonwealth Caribbean-Canada Conference last year this number was raised, I think, to 500.

Senator Baird: Five hundred?

Mr. Richardson: Yes, I think so.

Mr. Régimbal: Do most of you, in an environment like Montreal, become part of the English-speaking community? What kind of problem does that present to you in particular as a group coming to Montreal?

Mr. Richardson: As you know, all of us from the British West Indies are English-speaking.

Mr. Régimbal: Yes.

Mr. Richardson: We speak English primarily in Montreal, but there are some of us who have taken the opportunity to learn to speak French.

Mr. Régimbal: How do you make out?

Mr. Richardson: My colleague here has taken his studies at the University of Montreal in French, so this might be an indication.

Mr. Régimbal: This is your third suggestion:

That more equitable methods be applied in the selection of immigrants—

Would you elaborate on that, please? What are some of these equitable methods that could be used according to your experience, or the minuses of your experience?

Mr. Richardson: You just had a set of figures quoted to you outlining the West Indian immigrants who come here and the basis on which they are selected, and there are more skilled people coming from the West Indies than from some European countries. There were about 11 European countries that were selected, and it was found that although there are more immigrants from France and Italy, nevertheless the number of professional workers who come from the West Indies is very much greater than from Greece or France or Italy. I think it was in 1965 that although there were 1,000 more Greek immigrants than West Indians, nevertheless the percentage of West Indians who were profes-

sionals was six times that of the Greeks. There were 800 more Frenchmen than West Indians who emigrated here; nevertheless there were about 40 fewer professionals from France than from the West Indies. I think there is an imbalance somewhere.

Mr. Régimbal: Do you have any precise suggestion to make as far as equitable methods are concerned that could be of help to us?

Mr. Taylor: I think what we are getting at is that we feel that when the teams visit the West Indies they are harder on us in exacting their pound of flesh, when they say you have to have this skill, by saying that a skill must be a skill. I think we are asking that, we do not have to be more skilled, if you like; rather than being more equal, just to be equal.

Mr. Régimbal: Do you feel that the White Paper, as it is, is going to make it more so?

Mr. Taylor: I cannot say so offhand, because I think this will depend to a large extent on the person who does the interviewing. I think the White Paper is very good and I think that once this clause that there should be no discrimination is written into the act, then a lot will depend on the attitude of the particular officers who travel throughout the West Indies.

Mr. Régimbal: I have one last question. What is the batting average as far as the success of immigrants is concerned? Do you have any percentages on how many remain and how many return, and I would like to know what reasons they have for returning.

Mr. Richardson: I do not think we have any statistics as such on the number of people who return. I think as a "guesstimate" we could say that the vast majority of West Indians who come here stay. I do not think our association really knows of any cases of people returning.

Mr. Régimbal: You do not know of any cases where they did return?

Mr. Richardson: No.

Mr. Taylor: It depends on the kinds of reason. If it is just climatic reasons, I am not—

Senator Baird: It is colder here. If it was for climatic reasons, they should all return!

Mr. Taylor: I am not too aware of very many people returning because of climatic reasons or inability to integrate within the

society or anything like cultural shock, the transition from one type of society to another. I do not think there are too many cases of this and the reason, why this took us off guard is because it is not a problem. In other words, we have not encountered this before. It is not something that we think about.

Mr. Régimbal: What about discrimination? Is it serious enough to really have an impact on people returning?

Mr. Taylor: I have particular views on why there is very little discrimination, but that is something else.

Mr. Régimbal: Thank you very much, Mr. Chairman.

The Joint Chairman Mr. Klein: I hope they do not return for anti-climatic conditions!

• (10:20 a.m.)

Senator Cameron: Mr. Chairman, I would like to preface my questions by making this statement. I believe under current circumstances that Canada has a special responsibility in relation to the West Indies. For example, the U.K. is gradually withdrawing, and I understand that the West Indian countries are not particularly anxious to have the Americans step into the vacuum, so there is a special position for Canada today. Now, having that in mind, I think we must make a special effort to see what can be done with respect to people from the West Indies.

Mr. Régimbal asked a question about the effect of climate. I have been told that one of the reasons why Canada is not more popular with the people from the West Indies is that they do not like the climate—sometimes we can understand this perfectly well—but I believe you answered Mr. Régimbal by saying that this was not a factor. Is that correct?

Mr. Richardson: No, I do not think the climate is really a factor.

Senator Cameron: All right. My second question deals with immigrants coming to Canada, and particularly in getting to the outlying areas like western Canada, the under privileged areas! You say there are 10,900 immigrants in the Montreal area. There are some in western Canada, not a lot, but I have also been told that one of the factors that deter West Indians from staying there is a social one, lonesomeness. We do not have enough people, both men and women—we may have one or the other—and this factor of the social climate in which they have to make their living is a deterrent. As far as the West Indians are concerned, is the question of the

loneliness of small groups and the isolation of men from women a real factor?

Mr. Taylor: I think that if it is a factor, it has its origins in the type of policy that is practised by the Department of Immigration. In other words, in bringing domestics up to Canada and leaving the healthy males at home. I think if there is one cause, that is it. If the White Paper is suitably modified and the imbalance is corrected, I think things might be better. I think the general statement that there is some degree of loneliness is true, because there are more women than men and if one wants to say—I will be quite frank—that you should only marry your own, then the ratio is away out of proportion and therefore there will be lots of lonely women. If, on the other hand, our men are equal, then one should not worry too much about this. Once the initial shock and the initial built-in prejudices are somehow alleviated because of education—and that is getting to know people—then I think this problem might diminish. I am not saying it is going to go away, but I think if the two factors work together—a better immigration policy plus a better relationship between our hosts and the new peoples—that it will alleviate the problem.

Senator Cameron: Do you think it is in any way practical to have people from the West Indies come up here for summer employment and then go back? The reason I ask that question is because I live in an area where there is a large influx of people for summer employment. I am speaking now of the tourist industry in the Banff-Jasper area. There are 2,000 or 3,000 university students employed there every summer and there is a constant problem, particularly from the middle of August on, when the students say they have to have a holiday or their parents want to take them off on a junket somewhere, and they leave. The hotels, motels, and so on, are usually in desperate circumstances from the middle of August until the middle of September, when the tourist season is tapering off. Do you think it would be practical to bring people in from the West Indies for summer employment with the understanding that they might go back? That is one aspect of the question.

The other aspect is do you think that if they started coming in for summer employment in that way and then go back, that as a result of their spending some time in an area where there are relatively few coloured people they might get used to each other and

then decide to stay? Do you think there is a possibility of that?

Mr. Richardson: I would say as far as the West Indies are concerned that any type of immigration, regardless of whether it is short term or long term, whether it is for three months, six months or six years, would be welcome. In terms of what you just said, I think that any West Indian government would welcome immigration whether it was to western Canada or wherever.

Senator Cameron: That is an interesting answer. The other question arises out of the surprising percentage of highly skilled people who have come in. I did not realize until you gave these statistics that such a high percentage were in the skilled brackets.

The Joint Chairman Mr. Klein: Mr. Richardson is a chemist.

Senator Cameron: Yes, and just apropos of this, Mr. Chairman, I think it would be interesting if the speakers could give us a little of their background. It will give us an immediate appreciation of the point of view from which they are speaking. However practically throughout the country today there is a shortage of stenographers and secretarial skills. Do you have sufficient educational establishments in the West Indies for training secretarial and clerical help which would meet the standards required in this country?

Mr. Richardson: I certainly think we do. The problem, as we mention in the brief, is that there is not necessarily any formal training. A person goes to learn to type, but at the end of the training period—perhaps six or seven months, or however long a period it takes—one does not necessarily get a certificate saying that he or she can type 100 words per minute. It is accepted among everybody that you can do this particular thing, but you do not necessarily get a certificate. As far as the immigration officer is concerned, if you do not have a certificate there is no way of showing that you actually have this particular skill. So, no certificate, no visa.

Senator Cameron: Do you not think it would be useful if your governments—and I am now speaking of them all—did something about this? It would help to make it easier for them to get into Canada if they had certification which could be equated with our requirements.

Mr. Richardson: I think this problem in the West Indies is being looked after but, as you

realize, there are still not enough educational facilities, and these things take time.

Senator Cameron: There is another area. The western economy is booming and in many areas there is a shortage of construction help, for example, Last winter the construction industry, or certain aspects of it, practically came to a standstill in the Calgary-Edmonton area because of a shortage of dry wall tapers. Sixty to one hundred of these people could be employed in both Calgary and Edmonton at any time, but they are just not there. Here is a gap which perhaps has been overlooked by the immigration people and by your people as well. It seems to me that there are many such areas, and if more knowledge was available on where the shortages are we could absorb more people from the West Indies, but it requires an aggressive policy on both counts.

Mr. Taylor: I entirely agree with you, and after listening to your personal recounting of the areas where people could be used, I wonder what we have been doing in terms of meeting the right people in government by way of getting places for our people from the West Indies to come to because, as Mr. Richardson mentioned, I think they would welcome any opportunity to come to Canada because it could not but be a help. It might give you a wider horizon and you would learn something new, and with this start you might stand a better chance with the immigration officer when he comes around because you could tell him you had been here for six weeks, and he might look favourably on that.

Mr. Régimbal: Senator, what is a taper?

Senator Cameron: When you use dry wall instead of plaster, they tape the joints and you can then paint or plaster over it.

Senator Hnatyshyn: That is what dry wall is?

Senator Cameron: Yes.

Mr. Régimbal: This is work they are doing in the west.

Senator Hnatyshyn: It is better than direct plastering.

• (10:30 a.m.)

Senator Cameron: I have been to Jamaica and the Bahamas and I have talked to people, particularly with respect to my own problem because I employ a lot of summer help, and I have heard this matter that Mr. Régimbal

raised about the climate and the lonesomeness mentioned time and again. The young people I talked to said they would like to come to Canada, but they wanted to know if there were any other Jamaicans or Bahamians here. I had to say in all honesty that there were very few in the service industry area, which is my area. In the professional area there is no question about it because the people from the West Indies have given a first class account of themselves. As a matter of fact, one of the wittiest speeches I have ever listened to was given at a UNESCO Conference in India a few years ago by your Deputy Minister of Education, Mr. Hamilton. It was a masterpiece. We know that a lot of the West Indians can hold their own professionally with any people. That is not the problem. It is in these other areas of the service industries where there are big opportunities today, particularly in western Canada. Has this been brought to your attention?

Mr. Richardson: Could you rephrase your question? I did not quite get the implication of what you said.

Senator Cameron: Have either our immigration people or your governments made known the fact that there are areas, particularly in the service industries, where many more people could be absorbed?

Mr. Richardson: I think the Department of Immigration, from what I understand, and we have answered no questions like this, feels that they really do not need anybody, and if they did need these people the jobs could be filled in Canada. But, as has been pointed out time and time again, this is certainly not so. I think it might have been brought out in this Committee that there are a lot of people who are needed, but when the West Indian governments ask Canada—and they have done this time and time again—they are usually told that these jobs can be filled by the people in Canada.

Senator Cameron: I think there is an opportunity there. May I ask as a final question where most of the immigrants to Canada come from? Do they come from the Bahamas, Jamaica or Trinidad and Tobago? Do you have any figures on this?

Mr. Richardson: Yes. About one-third of the immigrants come from Jamaica. In 1965 there were something like 3,655 immigrants from the West Indies, and of these roughly one-third, 1,200, were from Jamaica. We had 780 from Trinidad, which is about 20 per

cent. Barbados and Guyana accounted for about 30 per cent, 15 per cent each, and from the small islands in the West Indies we have 6, 40, 25 and so on, amongst them.

Senator Cameron: Thank you.

Mr. Enns: I have one question that is related to others that have been asked regarding weather and climate, although it is not a direct question regarding weather. I am wondering why it is, and maybe it is because people coming from an island in the sun do not go into mining, that is, go away from the sun and go underground, but we have been told that there is a tremendous need for workers in the mining industry. Is there a disinclination on the part of applicants from the West Indies to go into the mining industry?

Mr. Richardson: I think the answer to your question, sir, is that the West Indians do not know of the opportunities in the mining areas. I think it was brought out in this Committee that a lot of people are needed in the mining areas, but in the West Indies one really does not know of the need for this sort of people. There have been very small beginnings made in the agricultural area, where people from Jamaica have been brought here to work specifically in the agricultural areas, but as far as mining is concerned, this has not been brought to our attention.

Mr. Enns: My other question was not quite answered. Do you feel that people might be disinclined to come out of the sun into the darkness?

Mr. Richardson: No. I would say offhand that West Indians are a very robust people and they would be prepared to work any place where employment is offered, regardless of whether it is mining or something else. There are quite a few of us who have to get out in 20 degree weather every morning, and this is not a deterrent at all.

Mr. Enns: We have been hearing again and again that as far as mines are concerned there are some 4,000 jobs waiting to be filled. This was just apropos of that question. I merely have one other question because some of the others have already been dealt with so well by Senator Cameron. What struck me, when you delineated the figures about the skilled persons already in Canada from the south, was whether this was not an unfair brain drain on your own countries. In earlier briefs we have had very—how should I say it—repeated comments from surprising

sources that we should really not encourage too many of your professionals to come here because by their coming here we are robbing your countries of the professional skills. Is this a proper concern for Canadian immigration officials?

Mr. Richardson: Mr. Taylor was telling me last night that he loves to get into these brain drain arguments, so I will ask him to answer you.

Mr. Taylor: He puts me on the spot every time. Before I answer that, I would like to say one thing in reference to the first question that you asked about the miners. In countries where unemployment figures can reach as high as 25 per cent I do not think the people are too particular about where they work.

Mr. Enns: Does this figure you quoted on unemployment apply to your own country?

Mr. Taylor: Yes, in the West Indies. In certain areas it goes higher than that, so I think that any time that one is given the opportunity to better oneself, even if there are inconveniences, I think one would try to take that opportunity.

In connection with depleting the West Indies of their brains, there is the argument that there are many skilled people in the West Indies who emigrate, people who might have degrees, and I think these people might be under employed in the West Indies and find it necessary to move out to become fully-employed. I think we must, to some extent, be conscious of draining away the brains, but I do not think that it should be the overriding factor. I think that is about all I have to say on that.

Senator Hnatyshyn: Let me put it this way. If there were opportunities, you would always find enough people with ability to fill their places?

Mr. Taylor: That is very true.

Mr. Enns: There are no schools going unstaffed because teachers have come to Canada, and there are no clinics unstaffed because doctors are here?

Mr. Taylor: When I mentioned under-employment that is exactly what I meant. You find quite a few people with degrees who are working in jobs that in no way require the use of the particular skill they have, and this is frustrating. I suppose you can leave here and go home on the basis of a desire to do something for your country, but I think

after all is said and done you want to realize your full potential. I think if you are stultified in the kind of job you are doing, you will look for an opportunity to do it elsewhere. I think this might be a good thing for the West Indies because it will generate new growth.

Mr. Enns: That is fine, thank you.

Senator Pearson: My questions were pretty well covered by Senator Cameron, but you suggested that in the unskilled areas there should be a number of unskilled people allowed to come from the Caribbean to Canada rather than just the skilled people. I quite agree with you that at the present time we need a great number of unskilled workers in Canada. I was just wondering if you have made a survey of the positions these people would occupy, and do you think they would better themselves by coming to Canada rather than coming somewhere else or staying in the Caribbean area?

Mr. Richardson: I can perhaps answer your last question first by saying that there are no other places that are really open for West Indians to go. England has pretty well cut off its immigration from the West Indies. The numbers who go to the United States are very, very small. Australia and New Zealand do not accept West Indians. The only other place that West Indians would like to come to is Canada, because Canada has a vibrant immigration policy. But the fact is that the numbers that are allowed to come into Canada every year are pretty small.

• (10:40 a.m.)

You asked about exactly what areas the unskilled people would like to work in. One of the gentlemen here mentioned mining. There is also the agricultural area that needs unskilled immigrants, the service industries, maids, and areas like this. I believe these are the areas, as far as the unskilled people are concerned, that we would suggest very strongly are open to West Indians.

Mr. Régimbal: As a supplementary, do you feel that in cases like this it would be preferable to look for couples in order to avoid the kind of loneliness that you mentioned? Should we concentrate on couples to bring family units, if need be?

Mr. Richardson: I would tend to agree with you. Senator Cameron said that he spoke to some people in Jamaica and they were very concerned about this. I feel in this particular

area, where you bring couples in to work, that this might relieve the problem.

Mr. Taylor: May I just add something? I do not think that one should do this to the exclusion of single males.

Mr. Régimbal: No, no. Nor females.

The Joint Chairman Mr. Klein: Are you finished, Senator Pearson?

Senator Pearson: Yes, thank you.

Senator Desruisseaux: On page 6 of your brief you speak about assistance programs and you suggest a permanent program of assistance to Caribbean immigrants. Could we have your views on that? Is it full assistance and how do you view this permanent program of assistance?

Mr. Richardson: The Canadian government assumes, on the one hand, that there may be an absence of skilled people in the West Indies, and the program of assistance that we are suggesting is a program where you perhaps train people either in Canada or in the West Indies so they will be able to meet the employment standards that you are setting up. I must also say that despite the figures that we have talked about, there are a lot of areas in the West Indies and a lot of islands in the West Indies where people do not have the opportunity to go to high school. I think that just about everybody in the West Indies has a primary school education up to grade VII or VIII, but as far as going to high school is concerned, this is not necessarily obtainable by the whole population. So, we are asking that there be some training institute either in Canada or in the West Indies.

Senator Desruisseaux: You are not talking about displacement as it refers to people?

Mr. Taylor: No, we are not talking about displacement of people at all. We are suggesting that these people be trained either here or in the West Indies.

Senator Desruisseaux: I have another question. In paragraph 14 on page 8 you make quite an interesting suggestion about non-immigrant students, and you say you are very happy to see that it is the aim of the government's future policy to encourage overseas students to study in Canada. Further on you say, though, that these students have not been able to obtain temporary employment in the surroundings where they do their studies. Would you elaborate on that?

Mr. Richardson: Usually when a student comes to Canada he has to satisfy certain Canadian requirements. According to the Canadian regulations he must have enough money to complete his university education, which amounts to something like \$7,000 or \$8,000 over a four year period, and he must be in good health. When he is at university and the summer comes and he goes to the immigration office and says that he would like to work during the summer, because every other Canadian student gets a job and works, he should not be subjected to some immigration officer telling him that he is sorry but he cannot work because he is supposed to have enough money. We are not trying to say that the Canadian government should not have a policy of asking students to have enough money to satisfy their scholastic careers, but what we are saying is that the student should be allowed to work during the summer. The present policy is that if he goes down to the immigration office the immigration officer will tell him, if he is studying sociology, that he will be allowed to work providing he gets a job in that particular field. In many of these fields there is rarely anything to do in the summer, so you cannot get a job unless you get a job in your particular field. This thing is a vicious circle. You cannot get a job in your field, and if you work without the permission of the Immigration Department, then you are subject to deportation. We are saying this is not fair. As long as you are a student you should automatically get permission to work during the summer.

Senator Desruisseaux: How many students come from the West Indies and what fields are they studying?

Mr. Richardson: In the Montreal area there would be about 500.

Senator Desruisseaux: No, in the whole of Canada.

Mr. Richardson: In the whole of Canada I think there could be somewhere around 2,000 to 3,000 West Indian students.

Senator Desruisseaux: That many?

Mr. Dinsdale: How many of those would be under the Commonwealth scheme?

Mr. Richardson: I think the total figure for the Commonwealth scheme is about 600. It is not very much more than that. The West Indian proportion of this would be somewhere in the vicinity of 10 to 25 per cent, as a

rough estimate. I am not too sure of the figures. There would not be more than about 150 West Indians.

Senator Cameron: I have a supplementary, Mr. Chairman. Is it government policy that these students cannot get summer employment? I was not aware of it.

Mr. Richardson: No, the government policy is that the Immigration Department will give you permission for summer employment if you are doing, as I mentioned a while ago, sociology. You get a job in this particular field—

The Joint Chairman Mr. Klein: You have to find the job yourself?

Mr. Richardson: Yes, you have to find the job.

Senator Cameron: Yes, but we know perfectly well that the number of jobs are very limited in some of these areas. Why could they not get summer work in any field they can fill? This is what I would like to know. Is this a directive from the Minister's office or is it something that has just been imposed by some civil servant in Ottawa?

Mr. Richardson: I spoke to one of the immigration officers in Montreal and he told me, as far as the department is concerned, that as long as you can get a job in your field they will give you permission. But as I say, in some of these fields it is not possible to get jobs.

The Joint Chairman Mr. Klein: I have a supplementary. If a sociologist wanted to work in a mine, would he not be permitted to do so?

Mr. Richardson: No.

Mr. Taylor: May I just say one thing in answer to that? I think it goes back and forth. If you go to an employer and he asks "Do you have permission to work?" and you say, "No, I have to get the job first." Then you go to the immigration officer and say, "Can I have permission because I have a job?" and he will say, "No".

Senator Desruisseaux: Mr. Chairman, I would be interested in knowing whether, for instance, he would be required to get a social insurance number of some sort in order to do that, and if that is one of the objections? Could that be the situation?

Mr. Richardson: Whether the student has to have an unemployment number? I think any-

body in the labour force has to have insurance.

Senator Desruisseaux: You have to give a number for social insurance and have stamps put in your book and fill in an application.

Mr. Richardson: I do not know whether you are right in that. This will have to be determined. I think it is government policy to make sure that the student works in the particular area in which he is studying.

Senator Cameron: I think, Mr. Chairman, we should get some of the officials before us so that we can get to the bottom of this. This does not seem realistic.

The Joint Chairman Mr. Klein: Are you through, Senator?

Senator Desruisseaux: Yes I am, thank you.

• (10:50 a.m.)

Mr. Dinsdale: Mr. Chairman, in the brief the comment is made that the white Paper policy is *plus ça change plus c'est la même chose*. This is not the first time this comment has been made, I wonder how, with regard to the West Indies, it might be overcome. I have been interested in this subject for some time and the replies I get to my enquiries are that there is no great demand from the West Indies for emigration to Canada and this is why there are no facilities, and so forth. Perhaps we could get at this if we could get some information on what has been taking place with regard to emigration to the United Kingdom. There has been a tremendous wave of migration from the West Indies to the United Kingdom, which would indicate—

Mr. Richardson: There was up until about 1962, when the Conservative government, I think it was, introduced a policy to restrict immigrants from the West Indies.

Mr. Dinsdale: I think it was the Labour government.

Mr. Richardson: It was the Conservative government before the Labour government.

The Joint Chairman Mr. Klein: Perhaps you would like to go on to another question?

Mr. Dinsdale: No, we will not get into that, but I know Mr. Wilson has tightened down on it.

Mr. Richardson: There was a policy, as you know, of restricting immigrants because of the fact that it was felt that too many people

from non-white areas were coming into Britain. I think since the Labour government has come into power they have pretty well tightened up on this particular regulation.

Mr. Taylor: I would just like to say that in terms of immigration to Britain I think it is quite different than it is to Canada, because Britain is the head of the Commonwealth and any British subject can just get on a boat or plane and arrive—

Mr. Dinsdale: This is the point. Did they have any special processing facilities or training facilities or recruiting programs?

Mr. Richardson: No. In terms of migration to Britain from the West Indies it was on the basis of the fact that you were a British subject and therefore you could go to Britain, and people took the opportunity to go in large numbers and in an uncontrolled fashion and it therefore created problems. I do not think the same situation can be related to Canada because one cannot just get on a plane at Montego Bay and come to Dorval. You have to go through a process.

Mr. Dinsdale: Has Australia done any recruiting?

Mr. Richardson: Not to my knowledge.

Mr. Dinsdale: You are suggesting that there is a strong demand for migration to Canada. You are further recommending that it can be met by having adequate processing facilities combined with training facilities?

Mr. Richardson: And publicity.

Mr. Dinsdale: Yes, and publicity. What sort of training do you think should be involved specifically in preparation for migration to Canada?

Mr. Taylor: As mentioned before, I think that most West Indians would have reached the minimum educational requirements, and I think what we have in mind in terms of training facilities is that perhaps the Canadian government can bring West Indians here and then train them.—All they really need is grade VII for many of the semi-skilled jobs—to fit the needs of the Canadian economy. This can be as broad as it is wide. I am not going to point out any particular area but I think it can be general enough, depending on the need at a particular time, that a training program can be instituted to fit these needs. This is basically what we had in mind.

Mr. Dinsdale: A training program preferably operated in Canada or in the West Indies?

Mr. Taylor: Whichever is easier.

Mr. Dinsdale: Have you any comments to make on the success of the inflow of domestics and West Indians engaged in other service activities? Is it a success or otherwise? For example, have many of these domestics returned to the West Indies disillusioned or disappointed?

Mr. Richardson: I do not think we have any information on that at all, sir. What we would say on this is that in the very beginning there were quite a few objections in the West Indies and in Canada that the only Caribbean people that Canada could absorb were people who would come to work as domestic servants. There was quite an objection to this, but after this objection people began to see the practical realities of the situation and I think they accepted the fact that it does not matter how the West Indians emigrate as long as they are able to emigrate. A lot of these girls have gone on to become—I know quite a few of these people who graduated from university—nurses and teachers, and in that particular area this program has been very successful. As a matter of fact, as far as the West Indian government is concerned, it has been so successful that last year they managed to negotiate an increase in the numbers. As far as they are concerned it is a program they would like to see continued. If, on the other hand, the Canadian government decided they were prepared to drop this program whereby immigrants would be able to come into Canada without having to go on the quota system, the West Indians, being very practical people who feel that half a loaf is better than no loaf, would be prepared to accept this.

Mr. Dinsdale: I have heard it said that there is a very high regard for Canada in the West Indies. Is that correct? There is a strong feeling of affinity?

Mr. Richardson: Yes, there is perhaps a strong feeling of affinity because of the fact that there was quite an extensive trade between Canada and the West Indies. There are still a lot of West Indians who believe that Canada has the opportunities and has the need for immigrants. There is always the hope that if we cultivate a very good relationship with Canada, then one day there might be liberal enough immigration laws to allow many more West Indians to come out.

Mr. Dinsdale: Perhaps the solution is to have the West Indies join confederation.

Mr. Richardson: I do not think the Canadians would want this and I do not think many West Indians would want it.

Mr. Dinsdale: Then you could come and work in our north and we could go down and holiday in the West Indies. Thanks very much, Mr. Chairman.

Mr. Nasserden: Mr. Chairman, most of the questions I was going to ask have already been asked. Does your society provide guidance and assistance to immigrants coming to Canada?

Mr. Richardson: A very short answer to that is not so much in the nature of physical assistance in any form, but there are times when people come to Canada and they have problems. As long as everything is going fine I do not think anybody necessarily comes to the association as such, but in the area of immigration there are always quite a few problems, somebody getting deported, or something, and then they come to the association. In terms of whatever help we can give, we are always willing to give help in this particular area.

Mr. Nasserden: Is there any machinery for keeping in touch with those who are coming into Canada?

Mr. Richardson: No, sir, we do not have any machinery as such to do this. Perhaps I should tell you that the people who run this association are also full-time workers in other areas. It is physically impossible to expect the people who run the association to be able to do this. We just cannot.

Mr. Nasserden: Suppose there was greatly increased immigration to Canada from the islands, would your association be in a position to set up something along that line? You say there are problems now, but there would be more problems then. Would you then be in a position to set up some machinery along that line to take care of some of those?

Mr. Richardson: I think very definitely, yes. If there are great numbers of people who get into difficulties or hardships, or anything, then I think it is up to an association like ours to set up the necessary machinery.

Mr. Nasserden: Thanks very much.

Mr. Allmand: Mr. Richardson, have you noticed since you have been associated with the Negro Citizenship Association in recent years if there has been an increased immigration of negroes from the United States?

Mr. Richardson: No, sir, not in the number of negroes from the United States; it is very minimal. I think it is in the order of about 100 or so per year, not very much more than that.

Mr. Allmand: Is this to Montreal or to Canada?

Mr. Richardson: I am not in a position to say exactly, but it seems to me it might be in the areas of Montreal and Toronto.

Mr. Allmand: Do you have much negro immigration from Africa, from Ghana and Nigeria? Do you have any members in your association from these countries?

Mr. Richardson: We have a few members but not many.

Mr. Allmand: The vast majority are from the West Indies?

Mr. Richardson: Yes, from the West Indies or people who have West Indian connections.

Mr. Allmand: You said there were 10,000 immigrants in Montreal?

Mr. Richardson: About 10,000.

• (11:00 a.m.)

Mr. Allmand: Do you know if this is the biggest concentration of negro people in Canada? Is it bigger than Toronto or Halifax?

Mr. Richardson: No, it is not bigger than Halifax. I understand in Halifax it is somewhere in the order of 15,000 to 20,000. There are about the same amount in Toronto.

Mr. Allmand: So both Toronto and Halifax have more?

Mr. Richardson: Yes.

Mr. Allmand: Is there any national association of negro citizenship leagues? Is there an association in Canada similar to the National Association for the Advancement of Coloured People in the United States?

Mr. Richardson: No, there is no similar association. In Montreal there is the Negro Citizenship Association. I understand in Toronto there is a similar body, and I think in

Nova Scotia there is something along the same lines, but there is no national or coordinating body as such. I must say that all these groups work together and exchange literature and discuss common problems that might arise.

Mr. Allmand: As far as immigrants from the West Indies in the 1960's are concerned, do you know if any city or province is preferred over another? Where do most of the people from Trinidad, Jamaica or Barbados want to go?

Mr. Richardson: I think this might go back to a question that was asked earlier. People prefer to go to an area where they might have relatives or somebody around. As far as our information goes, the new West Indian immigrant prefers to settle either in Toronto or Montreal. I think the immigration pretty well stops in these two areas. There might be some in Vancouver and Edmonton, perhaps, but there are not very many in these areas.

Mr. Allmand: Do they feel that they would be better accepted in the cities, that there is a more liberal attitude toward them in these big cities than in the smaller towns?

Mr. Richardson: I think I am on safe ground in saying that this seems to be a probability. In the bigger areas whatever problems the immigrants might meet tend to become lessened as compared to the smaller communities.

Mr. Allmand: I just want to make this comment with respect to the brain drain. It is not because I want to contradict what you have said, but when I was in Antigua I visited several schools on the island and one of them was nearly all staffed by Canadians. Then I went to a small clinic back in a small town and the doctor was Canadian. They said they did have a shortage of teachers and skilled help. When I was in Georgetown, Barbados, they did not have any great shortage right in the town, but I am wondering whether it is not true that in the smaller islands, St. Lucia, St. Vincent, and perhaps in the back reaches of Antigua, there is a shortage of skilled help. It is the same in Canada. A lot of our younger people want to go to Toronto, Vancouver, Montreal, Edmonton, Calgary and Winnipeg, they do not want to stay in the Yukon. They leave the north shore of New Brunswick, and so forth. They like to go to the big glamorous places. Do you not think that perhaps you do have a brain drain in some of these smaller areas?

Mr. Taylor: I do not know if you can consider it a brain drain in those areas where you find Canadians doing the work that perhaps the West Indians should be doing. This is as a result of the whole system. In other words, they are perhaps not putting out teachers in those areas.

The Joint Chairman Mr. Klein: You have better immigration laws than we have!

Mr. Taylor: For example, there were 52 people from Antigua last year. I do not know if this is a significant number or not. Personally I do not see that this could create the type of problem that one might say exists.

Mr. Nasserden: Actually, we have the same problem here in Canada. We have a shortage of teachers and doctors, too, despite the fact that we think we are doing pretty well. I do not think it is any different.

Mr. Richardson: I was going to say, Mr. Allmand, that in some of the areas that you mentioned where Canadian teachers are staffing some of these schools, I think you know that the Canadian government pays the salary of these teachers, and I think this is a factor. It is something like the Peace Corps, CUSO or one of these agencies. So that it is certainly not uncommon to see a lot of West Indian schools being staffed by Canadian teachers. The salaries of these teachers are not paid by the West Indian governments, but by the Canadian government.

Mr. Allmand: I see.

The Joint Chairman Mr. Klein: I think Mr. Régimbal has another question.

Mr. Régimbal: As Bert Herridge would say, "I have a very important double-barrelled question." Could you tell us what kind of acceptance you receive in the individual trade groups and in the professional groups, first as to competence or the equivalence of your degrees and secondly as to colour?

Mr. Richardson: In the professional areas I do not believe in Montreal there would be any great difficulty about acceptance except, perhaps, in some of these specialized fields where one has to take his training in any particular country. For instance I understand in Ontario in order to be a doctor one has to have training in Ontario. As far as the trade groups are concerned. I do not believe there is any barrier as such.

Mr. Régimbal: What about your skills? Are your skills accepted or are they downgraded in the group?

Mr. Richardson: I think it is just a question of competence. Usually one is told that in order to get into a particular area—a motor mechanic, or something—regardless of how long one might have done this in the West Indies it is necessary to go to a trade school there and get a certificate. I do not think any West Indian would have a problem in this area. As far as competence is concerned this would certainly not be a problem.

Senator Baird: Mr. Chairman, I would like to ask a rather pertinent question. What is the size of the average family? How many people are there in the average family in the West Indies?

Mr. Taylor: Five or six.

Senator Baird: Thank you.

Senator Fournier: Mr. Chairman, my questions have been well looked after by other members, as well as the answers but there was reference made to the summary on page 27 and I was really surprised to read something this morning which I had never read before, and that it could happen in Canada, that all bona fide foreign students be given permission to seek employment.

An hon. Member: Summer employment.

Senator Fournier: Yes, but to seek summer employment in Canada. I was really surprised to read that, and I think it was Senator Cameron who covered this subject very well.

Senator Hnatyshyn: On a point of order. I think it was Mr. Dinsdale who pointed out that the same provision applies to Canadian students. They can only seek employment in their own field or not at all. That is government policy now.

The Joint Chairman Mr. Klein: I think Senator Cameron pointed out that that subject should be looked into.

Senator Fournier: This is not finding employment, but seeking employment. This is pretty deep.

The Joint Chairman Mr. Klein: If there is nothing further, I would like to put two questions to the Committee. What is the attitude of the West Indian government to the brain drain?

Mr. Taylor: Far be it from me to speak as a representative of the government or to make a general statement for all the islands, but in the West Indies I do not think the question of a brain drain as such is raised. I do not think they consider it a problem.

The Joint Chairman Mr. Klein: Does the West Indian government look with favor upon emigration by their people?

Mr. Taylor: They do.

The Joint Chairman Mr. Klein: I have one last question. Do you feel that there is a subtle quota system against West Indians coming into Canada?

Mr. Richardson: I think if you examine the number of West Indians who have come to Canada you cannot help but notice that there is a number system which, it appears to me, seems to be operating.

The Joint Chairman Mr. Klein: Somewhere there is a quota system?

Mr. Richardson: Somewhere somebody is saying, "well we are not going to admit more than X number of West Indians."

The Joint Chairman Mr. Klein: Thank you very much, gentlemen, for coming here this morning. Before you leave, is it the pleasure of the Committee to have this brief form part of the record and be attached to the minutes of today's proceedings?

Some hon. Members: Agreed.

The Joint Chairman Mr. Klein: Thank you very much.

Senator Fournier: Mr. Chairman, would it be too late to include the list where they mention the 2,000 with qualifications?

The Joint Chairman Mr. Klein: You mean the statistics?

Senator Fournier: Yes.

The Joint Chairman Mr. Klein: Would you send us a breakdown of your statistics?

Mr. Richardson: Yes, we will.

The Joint Chairman Mr. Klein: I believe the next person to appear is Mr. Guiseppe Turi. I hope I have pronounced his name correctly. Do you represent an organization?

Mr. Turi: No.

The Joint Chairman Mr. Klein: You are appearing as an individual?

Mr. Turi: Yes.

The Joint Chairman Mr. Klein: Gentlemen, we have with us Mr. Guiseppe Turi, who has come before us as an individual. I will ask him if he will be good enough to give us a little background on himself so that we can appreciate the reasons why he is here.

(Translation)

Mr. Turi: May I speak French?

The Acting Chairman Senator Desruisseaux: You may speak French.

Mr. Turi: The reason I submitted this brief is that I have been interested in immigration for nine years, that is ever since I came to Canada. For several years, I have been a member of the Québec *Conseil des Arts* and chairman of the Québec *Conseil des Arts* Immigration Committee whose duty it is to advise the government on immigration. I teach Italian at McGill University.

(English)

Senator Desruisseaux: Mr. Chairman, when he says "government"—

(Translation)

Do you mean provincial government or the federal government?

Mr. Turi: The provincial government. Now, if you want, I may read my brief or I may give you a summary.

The Acting Chairman Senator Desruisseaux: A summary, please.

Mr. Turi: In this brief I simply say that the difficulty with Canada seems to be that the criteria for immigration are not spelt out precisely. It is not known exactly which are the economical, cultural and sociological criteria on which immigration to Canada is based. I believe that co-ordination between the sovereign powers of Canada is essential, i.e. between the federal and provincial governments. Since the federal government is responsible for recruiting and the provincial government for integration, it often happens that the federal government only takes care of recruiting without bothering about integration and that, sometimes, the provincial government will concern itself with integration without troubling about recruitment. There is a danger of a lack of co-ordination. That is why I propose that the ministers responsible for immigration at the federal and provincial levels form among themselves an intercanadi-

an immigration council which would meet at least four times a year to draw up a uniform immigration policy for Canada. I also believe that the intercanadian immigration council should be assisted by an intercanadian consultative immigration committee made up of specialists, in this case five or ten specialists, appointed individually by each minister responsible for immigration in the federal and provincial governments. It is also my belief that this committee should be able to meet as often as necessary to advise the council I have mentioned. This is the essential feature of my brief. I did not go into certain details, but I am at your disposal if you have any questions.

(English)

Mr. Badanai: First of all, I should like to compliment the witness on his excellent French. I take it that he was born in Montreal, or at least in Canada?

(Translation)

Mr. Turi: No, I was born in Morocco, at Casablanca, and I have lived for a long time in Belgium, particularly.

(English)

Mr. Badanai: One of the major complaints that you have against the White Paper is the educational requirement, as I understand it, which accepts approximately 11 years of schooling. Is this not so?

(Translation)

Mr. Turi: Yes. The White book on immigration, in my view, is very strict on this subject. To want to insist on a high educational standing means to a certain extent reducing immigration into Canada. Another problem must also receive our attention: education in Canada is not the same as in Italy or France. Eleven years of education in Canada may be the equivalent of seven, eight or nine years in Italy or France, because the school system is different. However, consideration has been given only to Canadian educational criteria which may considerably reduce immigration into Canada.

(English)

Mr. Badanai: Do you feel that there is a shortage of unskilled labour in Montreal?

(Translation)

Mr. Turi: Throughout Canada there is a need for unskilled immigrant labour because this is a huge country, always to the fore, in a state of continuous development. This is

moreover demonstrated by the whenever the arrival of skilled immigrant workers is desired, the responsible authorities, i.e. professional organizations, joint committees and other private organizations, completely oppose the arrival of skilled labour. Canada therefore needs unskilled immigrant labour because there is plenty of opportunity for work and success, and professional organizations give the impression that skilled immigrant labour is not welcome.

(English)

Mr. Badanai: In what field of unskilled labour is there a shortage in Montreal? Is it in restaurant help or in construction? In what field is there a shortage?

(Translation)

Mr. Turi: I believe that there is much to be done in Montreal in the way of construction. Certainly in construction and in restaurants.

(English)

Mr. Badanai: What language do the Italian immigrants who settle in Quebec or Montreal favour, French or English, or both?

(Translation)

Mr. Turi: This is a very delicate situation. Italians might be naturally inclined to integrate with the French Canadians but, for practical reasons, they choose English. Of 20,000 students of Italian descent that attend the establishments of the Montreal Catholic School Board, 4,000 go to French schools and 16,000 to English schools. In practice, the majority chooses English, but many are interested in French and try to get the government authorities to consider the French-Canadian factor while drawing up an immigration policy.

(English)

Mr. Badanai: Do you feel that is a greater number of Italian immigrants settled in the province of Quebec that it would be beneficial to French Canada?

(Translation)

Mr. Turi: Yes, in my opinion, for there is a great affinity between the Italian Canadians and the French Canadians. In addition, the Italian Canadians tend to integrate easily or at least they try to integrate with any environment, whether French Canadian or English Canadian. They would be inclined to integrate in a French Canadian environment since the majority of the residents in some Italian areas speak French. It is true that

sometimes the French Canadians show a certain indifference or even a certain amount of hostility towards Italian Canadians because they consider immigration a menace to their security.

Mr. Régimbal: A supplementary question: Have you any special evidence or proof to submit?

Mr. Turi: No, no, evidence is rather difficult to find but it is enough to read the papers, to read the briefs, to live in Montreal. This is a general phenomenon which exists for a good reason. Immigration has always been considered a federal matter, a matter which might well endanger French Canada.

Mr. Régimbal: Are you speaking as a councillor?

Mr. Turi: No, as a private person. I believe that there was this attitude which is changing. Until about 1960, roughly, there was a negative attitude against immigration. Since a number of years, the Quebec Government has initiated—

Mr. Régimbal: There are two things: the negative attitude in the matter of immigration and also the attitude of the French Canadian group towards the Italian group.

Mr. Turi: In general, there is a negative attitude against immigration and, in practice, what did this amount to? This amounted to a negative attitude against the most important ethnic group. The most important ethnic group is the Italian Canadian ethnic group. It is in this sense.

Mr. Régimbal: You seem to imply that it is the French-speaking group that guides this attitude you call negative in immigration.

Mr. Turi: No, definitely no. I think that the French Canadians had good reason to fear immigration during many many years.

Mr. Régimbal: Not Italians.

Mr. Turi: No, I am speaking of the French Canadians who feared immigration as such. But immigration, above all after the Second World War, was mainly Italian immigration. In general, to be against immigration is practically to be against immigrants. Now, immigrants were mainly Italians. It is in this sense that my words must be understood. I admit, however, that there is great affinity and, shall

we say, sympathy between the two groups. But coming back to facts, I know that this situation existed and it might have been aggravated by the fact that Italians mostly attend English schools.

(English)

Mr. Nasserden: You would agree, would you not, that the Italians who have come to Canada and settled in Toronto have gotten along very well, too, and have become a valuable part of that community?

(Translation)

Mr. Turi: I believe that the situation is different in Toronto because there is no choice there. The Italian Canadians of Toronto do not have a choice between French and English. The situation is far more simple. Here, the problem of the choice exists.

(English)

The Joint Chairman Mr. Klein: Are you finished, Mr. Badanai?

Mr. Badanai: I have one final question. Do the majority of Italians in Montreal choose the French language?

(Translation)

Mr. Turi: No. The majority choose English. Why? Because English is practical. When the immigrants arrive in Canada, they arrive in North America and the most important language, from a practical point of view, is English. Therefore, always for practical reasons, they choose English. This is obvious. In addition, the Government of Quebec, except since a number of years, was not very much concerned with immigration. The practical importance of the English language, in my opinion, has induced the Italians, as it would any other group of immigrants, to choose English.

(English)

The Joint Chairman Mr. Klein: Senator Desruisseaux.

Mr. Badanai: I have one more observation, Senator. I regretted to hear the witness state that the Italians prefer English to French in Quebec. I think it would be to the advantage of the Italian immigrants who settle in Quebec to learn, study and speak French. They would become integrated within the community, and that is the important thing. My advice would be as I am of Italian extraction, I was born in Italy and I am an ex immigrant and therefore I know what I am talking about, that it would be to their great

advantage culturally, economically and in every possible way, to speak French when they settle in Quebec because Quebec is French Canada.

(Translation)

Mr. Turi: Yes, but I am telling you that the Italian Canadian group is the only one to try and integrate with the French Canadian group. The fact that a considerable number of students of Italian descent attend French schools is proof of their desire to integrate with the French Canadians. The Italian Canadians are ready to integrate with the French Canadians and they want to. There are many Italian Canadians who have adopted French, who live in French Canadian surroundings. There are many. But there is a current fact, there is a tendency, slow if you will, but sure, to integrate with the English Canadians. This is a de facto situation.

Mr. Régimbal: You say that the Italian group has a particular affinity. Have you been able to study the experience, for instance, of the Polish element, of all the Polish engineers, to see in what direction...

Mr. Turi: No, but sometimes, it is enough to read the statistics of the Montreal Catholic School Board and it becomes visible at once. It is enough to read the Parent Report, for instance, which gives these statistics, and it can immediately be seen that only the Italian Canadians send their children to French schools to any considerable extent.

(English)

The Joint Chairman Mr. Klein: Senator—I mean Mr. Nasserden on a supplementary.

• (11:25 a.m.)

Mr. Nasserden: I would take the promotion any day. However, what I want to say is that what he has said here today reinforces what was said to us by the young fellow—the immigrant from France—yesterday in regard to the language problem in the province of Quebec. He said he found it expedient to study English here in Montreal, and he came direct from France and had French as his mother tongue.

The Joint Chairman Mr. Klein: That was not actually a supplementary; you are just making a comment.

Mr. Nasserden: I thought they should be tied together.

Mr. Régimbal: I have a supplementary on that because in remembering the French immigrant we had before us yesterday, I am just wondering if you would consider your opinion strictly a personal one or does it represent an organized group of some kind.

Mr. Turi: No, it is a personal opinion.

Mr. Régimbal: So we have to take it in that context?

Senator Desruisseaux: My question is along these lines—

(Translation)

The Joint Chairman Mr. Klein: In French, please.

Senator Desruisseaux: I am pleased that I can speak French. Mr. Chairman, the witness who is presenting the brief has already presented a personal brief, if I understand correctly. But did I understand also you were working for the provincial government at the present time?

Mr. Turi: No, not at all. There is a government advisory commission—an immigration commission of the Quebec Arts Council. It is strictly a consultative commission and does not represent the government at all.

Senator Desruisseaux: You mentioned that, at the present time, the provincial government was dealing with immigration. What is your experience there?

Mr. Turi: What I am aware of is that the Department of Cultural Affairs in Quebec set up, a year ago, a general immigration branch whose purpose is to integrate immigrants into the French-speaking element in Quebec. There is a general director with several assistants. They have offices in Montreal and in Quebec, and might eventually have recruiting offices abroad. Their aim is to help newcomers become integrated with the French-speaking element.

Senator Desruisseaux: Is there actual work being done in this connection?

Mr. Turi: Yes, the government has been dealing with this for a year now. There has been a good start but it will take some time to achieve results, as the work started only a year ago.

Senator Desruisseaux: You mentioned an integrated immigration policy between the two governments. Have you made representations to the provincial government in that regard?

Mr. Turi: Not yet.

Senator Desruisseaux: I think that a start should be made in this regard soon.

Mr. Turi: Yes. Recently, a few months or a few weeks ago, there has been a meeting between the Honourable Mr. Marchand and the Honourable Mr. Johnson and I believe they discussed co-ordination in matters pertaining to immigration. This meeting was held, I think, a few months ago between the Prime Minister of Quebec and the federal Minister of Immigration. I think this is essential because the federal government looks after the recruiting of immigrants, but when immigrants actually arrive in Canada, the most important problem is that of integration, which can be dealt with effectively by the provincial government, since the federal government can do very little here.

Senator Fournier: I have a few questions, Mr. Chairman. How many Italian immigrants are there in the Montreal area?

Mr. Turi: There are 150,000, possibly 200,000, but roughly 150,000.

Senator Fournier: I think that one of the problems that French Canadians have with regard to immigration in Quebec and possibly also in the Maritimes, is that for too long we have felt that immigrants would provide competition and take our jobs. We experienced this for years. Fortunately, this attitude is changing. We have lost competent people in the Maritimes because of that attitude. The situation is similar in Quebec. You can see some friction between French Canadians and immigrants and it takes time for the two to become friends. Next, you have mentioned an international immigration council and you have mentioned experts. Could you tell us something about these experts, in a few words?

Mr. Turi: This is difficult. The specialist in immigration is somebody who is sensitive to immigration problems through special university training. Experts could also be representatives of associations and of ethnic groups.

Senator Fournier: Why have so many of them if they are all specialists in the same field?

Mr. Turi: I mentioned five or ten; it could also be two or three or eight. If something is to be proposed you have to have a figure.

Senator Fournier: But they would all have to be specialists in the same field?

Mr. Turi: Yes; in immigration they would represent the interests of the various powers in Canada.

Senator Fournier: Thank you.

(English)

The Joint Chairman Mr. Klein: Thank you very much, Mr. Turi.

Dr. Puhvel is our next witness.

Mr. Nasserden: Are we going to have his brief appended to today's proceedings?

The Joint Chairman Mr. Klein: Is it the pleasure of this Committee to have this brief appended?

Mr. Nasserden: I think we should.

The Joint Chairman Mr. Klein: All right. We now have the pleasure, gentlemen, of having with us Dr. Puhvel. Perhaps the doctor might introduce himself and tell us whether he represents an organization.

Dr. Martin Puhvel (Estonian Central Council in Canada): Mr. Chairman, I represent the Estonian Central Council in Canada. The brief I am submitting here is in my wording, but it represents the ideas and opinions of the council and has been approved by the council's executive. In fact, it is a supplement to and a follow up to the letter of our secretary, Mr. Salurand to Mr. Guitard of the 15th of February.

I will now read the letter.

Senator Hnatyshyn: Pardon me, how many people of Estonian extraction are there in the Montreal area? Roughly how many would there be of Estonian extraction?

Mr. Puhvel: About 1,500, and in all of Canada about 25,000 to 30,000.

The Joint Chairman Mr. Klein: Excuse me, within what period would you say the majority came to Canada?

Mr. Puhvel: Between 1949 and 1955.

The Joint Chairman Mr. Klein: After Estonia was—

Mr. Puhvel: Yes, after Estonia was occupied by the Soviet Union.

The Joint Chairman Mr. Klein: How did they get out?

Mr. Puhvel: They fled during the last year of the war to Yugoslavia or to Germany and then they gradually started moving over from Germany, from the D.P. camps in Germany into the United States around 1945-46. Then

about half of the people who had fled to Sweden came over to Canada.

The Joint Chairman Mr. Klein: Most of them are political refugees?

Mr. Puhvel: Yes, definitely; just about practically all of them, I would say.

Mr. Dinsdale: Would this include the Latvians?

Mr. Puhvel: The Latvians, of course, were in the same boat. It was a parallel situation.

Senator Hnatyshyn: But when you give the figures you are just giving the number of Estonians?

Mr. Puhvel: Yes, just Estonians. I am a member of this council.

The Estonian Central Council, having studied the White Paper on Immigration of October 1966, hereby wishes to submit the following brief for the consideration of your Committee:

While generally in agreement with the new proposals affecting immigration policies and feeling that they involve considerable improvements over the previous policies, we strongly urge that clause (h) in paragraph 63—which states that seamen who have deserted their ships belong to the prohibited category of would-be immigrants—be modified to allow those who desert their ships on political grounds the right to political asylum and, possibly, immigrant status, the latter depending upon the outcome of a thorough investigation.

In support of our recommendation, we hereby cite two known cases of Estonian seamen, one in Canada and the other in the United States of America:

(i.) Herman Jogi, who deserted a Russian ship in Halifax, N.S., in October 1963, was granted political asylum and subsequently immigrant status. Mr. Jogi is now gainfully employed as a technical draughtsman in Toronto.

(ii.) Viktor Jaanimets, who deserted a Russian ship in New York at the time of Premier Khrushchev's visit to the United Nations, General Assembly in October 1960. Mr. Jaanimets has extensively toured the United States speaking about the menace of communism. He is presently settled in the United States and gainfully employed as a mechanic.

It is likely that in the future seamen from Estonia and other countries behind the iron

curtain may have an opportunity and desire to desert their ships. We, as members of the community of free men, feel that we should give those seamen who, in spite of the personal danger involved, have the courage to do so, the opportunity to establish themselves in this country, where freedom is a cherished right of man.

• (11:40 a.m.)

I would like to add to this a few personal comments of a more unfamiliar fashion. The issue here is obviously the vital, cherished principle of political asylum for people from countries where political freedom is suppressed. Unfortunately, the day of the political refugee is not over. If a sailor from a country like, say, Britain, jumps ship and asks for political asylum one would naturally tend to consider this a lot of nonsense—just a pretext—for reasons that one need not mention. On the other hand, if one from a country like the countries behind the iron curtain, though not necessarily those alone, deserts ship—that is, from a country where people can and are discriminated against or outrightly persecuted for political reasons—there is a very good chance he is actually deserting for political reasons, especially since this kind of escape due to the strict supervision, generally involves a good deal of planning and a good deal of courage, as well. Such a person should, at least, be given the benefit of the doubt, pending an investigation. If the investigation does not indicate anything to the contrary and does not disprove his argument and if nothing turns up that positively disqualifies him as an immigrant, he should be given permanent immigrant status.

I mentioned the principle of political asylum but in my opinion even more important than a principle and a tradition is the human element involved—the humanitarian aspect. Any sailor who, after deserting ship from one of the iron curtain countries, is returned to the authorities of his country faces, at the least, several years in jail and possibly death. In any case, it would be a human tragedy of the first order; so at stake here are human lives and, in my opinion, the reputation of Canada as a great humanitarian nation. Thank you.

Mr. Régimbal: You mentioned two cases of ship jumpers who remained. Do you have any cases of the same type of person who has been sent back?

Mr. Puhvel: No Estonians, to my knowledge. There are the only two Estonians who have deserted ship in North America and both have been accepted and given immigrant status and have seemingly worked out well.

Mr. Régimbal: Is emigration from Estonia, generally speaking, increasing?

Senator Hnatyshyn: There is no emigration.

Mr. Puhvel: To a degree there is, but it is limited solely and strictly to the very aged persons who are allowed to come here, in some cases, to rejoin their families. I believe Mr. Martin during his last visit to Moscow negotiated that issue further and it may be opening up more, but certainly so far it has been limited solely and strictly to very aged people who are obviously of no use to the state—who are just a liability and burden to the state.

Senator Hnatyshyn: On a point of order, Mr. Chairman, I would just like to put the figure again, not only from Estonia but from all the U.S.S.R., from all the Soviet Socialist Republics, the official figure in 1964 was 80 people, and Estonia is just a very small part of it.

Mr. Puhvel: Yes, just about 100 of them.

The Joint Chairman Mr. Klein: Do you mean to say they have only 80 old people?

Senator Hnatyshyn: Yes, and while Mr. Martin's attempt was very laudable, but I understand that in 1965 it was only 220 from over 200 million people.

Mr. Puhvel: Yes, it is just a handful.

Mr. Régimbal: I was just wondering if the law makes any particular reference to the acceptance of ship jumpers or refugees, and would that not have a contrary effect on arrangements that possibly could have been made by the government in the loosening up of immigration?

Mr. Puhvel: That is not for me to say, sir. I am no mind reader, especially where the inscrutable Soviet leaders are concerned, but I very much doubt whether there will be any loosening up to include younger people and especially the people who are opposed to or suspected of being politically opposed to the regime who would be the most likely ship jumpers.

The Joint Chairman Mr. Klein: May I make an observation to you and say that in

the centuries gone by, nations built walls to keep people out. The Soviet Union builds walls to keep people in.

Mr. Dinsdale: Mr. Chairman, is it possible to visit Estonia?

Mr. Puhvel: Yes, it is now. Visas are being issued. Of course, they are being quite selective about it and I suppose the more notorious anticommunists in Canada would hardly get a visa. In fact, there is no telling because nobody has tried. But, there are a number of people who have no reason to think they are on the black list of their occupied homeland who have applied for visas and visited their country almost exclusively for personal reasons, to visit aged parents or relatives. There have been a few who visited out of curiosity, but the number has been fairly small. I doubt whether from among the Estonians in all of Canada more than about 100 people at the most have visited Estonia in the last few years.

Mr. Dinsdale: I suppose a sufficient number have visited Estonia to reach the conclusion that there would be a great interest in emigration to Canada if it were possible?

Mr. Puhvel: There is absolutely no doubt on that score. Of course, I have been in touch with visitors from Estonia—there are actually a few visitors from Estonia in Montreal right now—and I have yet to come upon an individual who is a single person. It is always a married person who has a family. I suppose they investigate the family situation and if they find it to be pretty good they let him out with the family remaining as hostages in the homeland.

Senator Hnatyshyn: I would like to make a very short observation on that point. I have literally talked to hundreds who have visited the Soviet Union and I had the pleasure of being among the Canadian delegation who visited the Soviet. I was granted a privilege, that tourists are never granted, to roam around and to go where I wanted. I was in the west Ukraine which was not Soviet territory until after—the same as Estonia—and I had an opportunity during the three days I was there of talking to hundreds of people who would like to get away from the local officials and, perhaps, if they were allowed to emigrate to Canada, if Canada would accept them and the Soviets would allow them, half of them would come here.

Mr. Régimbal: I have just one last question. If for instance, we loosened our attitude to the point of putting it in the law that political refugees would be given an easier time as far as being accepted is concerned, would the number of ship jumpers increase, first of all, and, second, would that create any particular difficulty for their employers, the people who hire them on ship?

Mr. Puhvel: I very much doubt it because I believe just about all seamen on, say, Soviet Estonian ships automatically tend to assume on past precedent that if they jump ship and ask for political asylum and can convince the authorities—and naturally they think they can—that they are sincere, that they would just continue doing so. I doubt very much whether many of them are going to study the clauses and paragraphs of Canadian law. I imagine that even if they heard about it they would feel that a country like Canada could not possibly be so cruel as to send them back to jail and possible death. As to employers, I am not quite sure I understood your question.

Mr. Régimbal: These men are not necessarily on Russian ships.

Mr. Puhvel: Yes, they are all on the ships of their country—

Senator Hnatyshyn: Yes, the ships of the U.S.S.R.

Mr. Puhvel: They are on Russian ships and also Yugoslav, Hungarian—I am talking about countries behind the iron curtain. There is no free enterprise in those countries.

Mr. Régimbal: Are they not given work permits? It seems to me we had some evidence on that?

Mr. Puhvel: No; I have never heard of it and I am sure that is not the case. Every Soviet citizen is literally the property of the state and they do not loan them out any more than a man would loan his wife. They are more strict about it than some men may be.

• (11:50 a.m.)

Senator Pearson: I just wanted to ask one question. You talk about the sailor and ship jumper coming to Canada and you mentioned sending him back to jail or even death if we send him back again. Does this not affect his family whom he leaves behind? Is the pressure not put on them? Does it not make it difficult for them?

Mr. Puhvel: Yes. Of course, it may, especially the immediate relatives, although actually things have improved a little bit. The regime has admittedly become more humane since the fall of Stalin. I think we all know this and I would be the last person to deny it. The larger family group would no longer be in trouble and reprisals would not be undertaken against them. When the wife and family do stay behind, it all depends, I suppose they would have an investigation of their own to determine whether there is any complicity or they might even feel sorry for the poor deserted wife and family. I might point out that these two Estonian sailors who jumped ship and are doing well here are both unmarried men. I am sure that in most cases marriage and having dependents in the home country would deter people from taking the step just as it deters some people who are coming here now to visit from remaining here and claiming political asylum.

Senator Pearson: I have one other question. Were you trained to speak English in a Swedish school?

Mr. Puhvel: That is right. You are not the first person to comment on that. I always admire the acuteness of their observations.

Senator Hnatyshyn: Are you a medical doctor?

Mr. Puhvel: No; I am an associate professor of English.

Mr. Enns: I am always reminded, when I hear people like Dr. Puhvel from the Estonian group and when in Toronto we heard from Mr. Nusca of the Lithuanian group whom you described as having a parallel problem to yours, that we really do have something in our country that we should cherish, perhaps, more dearly than we do. The natives who are here do not seem to appreciate the values we have here as much as we should.

The Joint Chairman (Mr. Klein): We are lucky that we live next door to the United States and not next door to the Soviet Union.

Mr. Enns: Is not this true. My question, though, centres around the hope that behind the iron curtain countries, possibly in Poland, there might be a possibility of opening an immigration office. Is there anything that might lead you to think that this will happen eventually, say, in Estonia?

Mr. Puhvel: Only time can tell. It is sheer speculation, sheer theorizing. There is

progress sometimes in countries like the Soviet Union, but then reaction can set in again. There is really no predicting the future pattern of the changes. At least, not being a political scientist but as a literary man I would not want to take this upon myself.

Mr. Enns: Let me ask this other question. Is there freedom of movement, say, between Poland and Estonia? Can people move and visit—

Mr. Puhvel: They are fairly free; they have to get a permit but it is fairly free.

Mr. Enns: If there were an office in Poland would there be any possibility for Estonians to work through that office?

Mr. Puhvel: No; they have to work through the office in their native land or in the Soviet Republic.

The Joint Chairman Mr. Klein: Are there any further questions? I would just like to ask you one question that bothers me. What is the effect in Estonia, for example, on the young people, the people who were born in Estonia after Estonia became a part of the Soviet Union? In other words, are children born into the present regime influenced by their parents; do they disregard their parents; are they completely integrated into the Soviet way of life?

Mr. Puhvel: No, they are not completely integrated; of course, to a degree they are introduced to propaganda at school and in the communist youth organisation, but certainly the children of more nationalistic or, say, patriotic—I prefer that term—parents listen a lot to what their parents have to say and the people listen quite a bit to the Estonian programs on the Voice of America and to foreign radio programs. They know quite a bit of what goes on in the world. They are not altogether blinded and muzzled by communist propaganda. Naturally, as time goes on, brain washing and indoctrination will progress, but there is a considerable element of nationalism present. The country is being settled by Russians. It is estimated that already well over a third of the population consists of Russians. In the capital probably about 60 per cent of the population is Russian. Whether that is an intentional attempt at gradual genocide we cannot positively determine. It may just be partly, at least, due to the fact that living conditions in Estonia are still higher than in the Soviet Union. The Russians have not altogether managed to bring the

living standards down to their own level. Estonia was largely a westernized country before the war. Lots of Russians come there for that very reason, having freedom of movement. Of course, there is no indication that the authorities look askance at that situation as they would probably like to undermine Estonian nationalism as much as possible, and, gradually, in fact, absorb that rather stubborn pestiferous little nation that for so long has blocked their entry to the Baltic and to the Atlantic.

This influx works both ways and at the same time has a reverse effect; Estonians resent this intrusion and thereby stick together more against the communist regime and communism as a social philosophy because of their national and patriotic resentment against this attempt to absorb them, so they present a more united front in trying to retain their nationalism and culture than they would if the Russians pretty much left them alone to mind their own business. In this way they retained a political hegemony over the country.

The Joint Chairman Mr. Klein: Are you pessimistic or optimistic vis-à-vis the young people of this country?

Mr. Puhvel: As for their spirit and their ideology, I am guardedly optimistic. From what I hear and from, in fact, having met some of those people, I have heard some encouraging reports for the survival of patriotism, nationalism and the national identity. Sometimes under heavy pressure people pull themselves together and surpass themselves in resistance as so many minority groups have shown throughout the centuries.

The Joint Chairman Mr. Klein: I have one last question. Would the Estonian Central Council of Canada or the Estonian people in Canada be ready, if it were possible, to sponsor Estonians to come to Canada if it were possible to bring them in? Would you, as a group, sponsor people if the White Paper or the law that would be introduced would allow organizations to sponsor such people.

Mr. Puhvel: Such people as sailors who desert their ships?

The Joint Chairman Mr. Klein: Whoever it might be.

Mr. Puhvel: Yes, certainly. We would do our very best to sponsor them and to co-operate with the authorities even in investigating their situation, if need be.

The Joint Chairman Mr. Klein: Are there any further questions?

Mr. Nasserden: The only other question that occurs to me, Mr. Chairman, is this: you mentioned the influx of people from the Soviet Union to Estonia. Does the same condition prevail in Estonia that does in Lithuania with regard to the movement to the U.S.S.R. from Estonia?

Mr. Puhvel: The situation is almost identical.

The Joint Chairman Mr. Klein: Are there any further questions. If not, gentlemen, we will adjourn until 2 o'clock. Thank you for coming.

AFTERNOON SITTING

The Joint Chairman Mr. Klein: Gentlemen, I am very pleased to introduce to you at this time Mr. de Muszka who is an attorney practising in Montreal and President of the Ethnic Group Commission of the Liberal Federation of the Province of Quebec. Mr. de Muszka is of Hungarian extraction. I am very pleased at this time to introduce Mr. de Muszka who will discuss his brief.

Senator Fournier: Mr. Chairman, let me clarify this. Is the French translation the correct one?

The Joint Chairman Mr. Klein: Yes; the French one.

Senator Fournier: Is it "Liberation"?

Mr. Akos de Muszka (President, Ethnic Group of the Liberal Federation of the province of Quebec): No; it is the Liberal Federation.

Senator Fournier: The Liberal Federation. Thank you.

Mr. Nasserden: The fact that your origin was Hungarian has no—

The Joint Chairman Mr. Klein: It is not the Liberation Front?

Mr. de Muszka: No, it is not the Liberation Front. I was busy all morning and when I arrived at my office I just picked it up and came here. I did not have time to read it, and for this reason if there are some things, let us say, that are not correct, you will allow me to correct them.

Mr. Nasserden: Is that all the support you get from your federation?

Mr. de Muszka: Right; I am representing the Ethnic Group Commission of the—

An hon. Member: Did you read it?

(Translation)

Mr. de Muszka:—Liberal Federation of the Province of Quebec. Mr. Chairman and honourable members of the Committee, may I first of all thank you for coming to Canada's Metropolis in order to listen to the voice of the people. We have read the Minutes of Proceedings and Evidence given before this honourable Committee with close attention.

(English)

We admire your attention paid to this very important matter and we take the liberty to express our deep gratitude for your work.

By studying the documentation received from Mr. Milton Klein, Q.C., your Co-chairman, we were thinking whether we should proceed by analyzing chapter by chapter the White Paper on Immigration and the Report on Immigration made by Mr. Joseph Sedgwick, Q.C., to the Right Honourable Lester B. Pearson, or whether we should humbly submit some respectful suggestions. As this honourable committee already discussed the White Paper on Immigration with the Honourable Jean Marchand, Minister of Manpower and Immigration, and with the officials of his department, we believe that we should submit to you respectfully our global sentiment in this respect.

(Translation)

Not only because the constitution of this country provides for concurrent jurisdiction of the provinces and the federal government in the matter of immigration, but we believe that in a modern Canada, without perfect synchronization between all the governments concerned, we could not achieve our goals.

(English)

The Joint Chairman (Mr. Klein): The Committee would like to know if you are bilingual.

Mr. de Muszka: Yes.

Besides the concurrent jurisdiction, there are many other fields where different levels of the government, for the benefit of our country, should work hand in hand. Unfortunately, we do not find any reference in the White Paper on Immigration to these problems.

May we respectfully urge your Committee to examine this aspect also. While we need a

central man power and immigration policy, we also require co-ordination between this authority and the provincial departments dealing with manpower and immigration because they are more aware of their provincial, regional and local needs.

The White Paper itself is a monument of logical—excuse me, not “illogical”—thinking.

An hon. Member: You had better leave it as it is.

An hon Member: I suggest that you do not change a thing.

• (2:10 p.m.)

Mr. de Muszka: I am sorry; it should be “logical”. Logical thinking and if we take into account only the economical needs of our country, we should ask you to conceive the new Immigration Act according to its recommendations. However, by determining the man power and immigration policy, we have to take into account that we are dealing with human beings, sociological, educational and even international problems. We find a section entitled “Humanitarian Aspects”, but we do not feel the expression of a spontaneous solidarity between nations, which on the other hand until this moment was the cornerstone of our immigration policy.

The White Paper proposes an increase of unsponsored immigrants and a decrease of the sponsored immigrants. Even if it is not expressed directly, we feel that it is suggested that the sponsored immigrants generally are unskilled and their educational level is not according to the desired standards. However, the result of the adaptability of the sponsored immigrants is refuting this suggestion. Generally speaking, the sponsored immigrants did adapt very easily in our society and sometimes as they had the very precious guidance of their relatives, their transplantation was relatively very smooth. Whether we are dealing with sponsored or unsponsored immigrants, the Department of Manpower and Immigration has the upper hand to decide whether such and such postulant for immigration will be or will not be admitted as an immigrant to Canada. Maybe we were a little bit too optimistic, but we felt that the new immigration policy will enlarge the categories of persons who would be sponsored. Many honourable members of this Committee pointed out that the family concept in Europe and the one suggested by the White Paper on Immigration are different indeed. The blood solidarity goes as far as a cousin and nephew and certainly the children of age or brothers

and sisters of age are considered as being part of the family, even if they are married and they formed a new family cell. May we ask you to examine very truthfully this aspect, because the psychological repercussions may be very deep.

May we express our fears concerning the differentiations of sponsorship, whether the sponsor is a Canadian citizen or a landed immigrant. It was suggested that the citizenship means deeper roots and more responsibilities than a landed immigrant status. As far as our responsibilities toward our adopted country and the sponsored immigrants are concerned, we do not feel any difference being already citizens or only “landed immigrants”. We came to this country to live, work hard and contribute with our very limited skills to the greatness of our country. We love Canada as much as the born Canadians, and we are aware of our duties. We respectfully submit that the sponsorship should not be related to the citizenship, but only to the ability of the sponsor to fulfill his obligations towards the sponsored immigrant.

It may happen that our officer from abroad does not find the educational and skill level of the prospective sponsored immigrant adequate to our requirements. If this is so, eventually he may delay the granting of an immigrant visa to the postulant and advise him to complete his education and acquire the skill required in his country of origin, and later on return for a new examination. Sometimes, it is easier for the prospective immigrant to complete his education and skill in his native country, because he will not have the problem of the language.

(Translation)

Several members of this committee pointed out to the witnesses that the educational and apprenticeship systems are different in the European countries and in our provinces. This is a fact which must be taken into consideration. In Europe, the problem has been solved by international treaties. Thus, for instance, France has concluded treaties with the other countries concerning the equivalence of academic studies. When a foreigner arrives in Paris, he must apply to the Ministry of Education and the Department concerned of the ministry will give him the equivalence which is taken into consideration by the school or university or the professional association concerned. Since this is a Confederation and education belongs to the provinces, the federal government should raise

this question at a federal-provincial conference and request the provinces' authority to conclude such treaties. We should thus have a uniform system of equivalence which should be accepted by all provincial educational establishments and by the professional associations. In this way, a very thorny problem would be solved and the professionals could no longer have to fear arbitrary decisions.

(English)

We were speaking about the equivalence in academic studies. We suggested respectfully a system of equivalence to be established by way of international treaties between the government of our country, with the concurrence of the provinces, and the foreign countries. In this manner, an immigrant having obtained a degree would not be obliged to obtain the equivalent from several schools or universities, but by applying to the department of education of the province of his domicile, his degree would be immediately recognized. For example, an immigrant willing to complete his legal studies in this province, is obliged to have his B.A. diploma recognized by the University of Montreal, McGill University, Laval University, the University of Sherbrooke and the University of Ottawa. In principle, if one of these aforesaid universities does not recognize his B.A. degree, he will not be accepted by the bar of the province. If on the other hand, we would have this system of equivalence, the matter would be simplified.

The same principle applies to people willing to learn a trade. As you know, some apprentice schools are under the jurisdiction of the joint committee. The joint committee describes a certain level of education enabling the applicant to become an apprentice. If the immigrant did not complete the number of years required by the joint committee, he is obliged to pass a so-called intelligence test, and if he does not pass this examination, he cannot learn that specific trade.

In general, unless the immigrant acquired a certain academic degree, at arrival in Canada, he does not speak French or English. This language barrier can be an obstacle for the new arrival to develop as smoothly as he could otherwise. In this city, the school commissions organized French and English courses, but in spite of their very laudable efforts, the results are not as good as we should expect. The provinces and the government of Canada should jointly establish language courses with well trained teaching staff.

(Translation)

Immigrants could thus quickly learn the two official languages of this country and adapt more readily to their new surroundings, especially the skilled workers. Even if international classification is applied, we should assist the resettlement of the immigrants. The federal and provincial governments and private industry should organize resettlement courses to facilitate immigrant integration in our industry. We are not thinking merely about the difference between the metric system and the English system of measurements, but also of the trades carried on in Europe but which have no counterpart in this country.

The educational and apprenticeship problem is a serious one not only for the immigrants but for our citizens as well. The federal government, in consultation with the provincial governments and private industry, should set up an apprenticeship system. The apprentice would work during the day in a given industry and three or four times per week, let us say from 7 to 11 p.m., he would attend apprenticeship school.

(English)

We were speaking about the new system of apprenticeship. During daytime the apprentice would work in a certain industry, and three or four times weekly, between 7 and 11 o'clock in the evening, he would attend the apprentice school. This school would dispense theoretical studies in a given trade and in the meantime should complete the general education level of the apprentice. As many unskilled workers would be trained for a trade, we should not establish a limit age for them. If somebody, at the age of 40, wants to learn a trade, we should facilitate him to do so.

We are living in a constantly changing world and each of us must learn all his life. Whether he be a qualified worker or a professional, he must keep abreast of technical, social, economical and professional developments and forever be a student. Despite automation, the human factor will always remain important and robots may not always be relied upon.

We were speaking about the computers. A while ago, the Lord Chancellor of England by speaking of computers, told that after hearing the evidence, the computer hearing the evidence, he was asked whether the accused was guilty or not guilty. The answer of the computer was yes.

Therefore, I cannot see how they can distinguish between different answers.

As we see, the human factor, even in the most automated industries, is of utmost importance. Whether we are born Canadians, Canadian citizens or newcomers, we have to resign ourselves to the fact that we have to learn every day to be up to date with our time.

(Translation)

Even if we are very glad that our immigration laws are being completely revised, it is a matter of regret for us that related acts, although they may not come under the jurisdiction of the same departments, are not being brought up to date. The ones we have in mind are the Citizenship Act and the various social acts and the passport regulations. In order to become a Canadian citizen, a person must have resided in Canada for five years. This is an arbitrary time limit and no consideration is given to the degree of adaptability of the individual. Since several advantages are contingent upon citizenship, it might be preferable to reduce this necessary time limit. For instance, a number of professionals are not recognized by their associations despite their diplomas and training, but only after becoming Canadian citizens. What precisely is citizenship? In our opinion, the immigrant who has adapted to our environment and has been incorporated into the social and economical structure of this country has acquired sufficient knowledge of his adopted country and is sufficiently acquainted with his duties towards Canada to become a citizen even before five years. Thus, for instance, the immigrant who has acquired an academic diploma in this country where his profession means an acquisition for our group should acquire citizenship after two or three years. This, of course, was a digression and we apologize for having mentioned it before your committee.

(English)

Mr. Chairman, coming back to the immigration, we would like to submit respectfully that the Department of Manpower and Immigration should dispose of funds helping the newcomers to establish themselves in our community. It is indeed a hardship for an immigrant to pay prohibitive rates of interest in order to buy the household necessities and to establish himself in our country.

We respectfully submit that the legislature should vote funds for the Department of Manpower and Immigration to enable the department to grant loans without interest to immigrants for a period of several years, starting the reimbursement of the loan two or three years after having obtained these loans.

(Translation)

Mr. Chairman, please believe us that we are very much concerned with the security of this country. The Minister of Manpower and Immigration should have confidence in the citizens of this country even if they are not born Canadians. It is in our interest that the security of this country should not be jeopardized. Several of us who came to Canada have left their native country at the peril of their lives.

(English)

We are grateful, Mr. Chairman, to the members of this Committee, for the confidence expressed towards us. It is a fact that we would certainly not commit any act which could jeopardize the security of our country. However, unfortunately, some people living in some parts of the world, in order to survive were obliged to join organizations which are not well considered by us. On the other hand, some people may have committed some petty criminal act in order to survive. We are respectfully submitting that even if according to our laws of immigration, these people are classified under the description of "prohibited classes", eventually the immigration appeal board or the Department of Justice should have the power to grant a waiver of excludability. This would apply only to sponsored immigrants and the sponsor should be a Canadian citizen. In principle, in matters of security, the doubt is to be given to our country. However, in some cases, we should take into consideration the very rigid facts of the environment and exercise our judgment by taking into consideration the specific situation. We shall certainly not be accomplices of any act which may be committed against our country and we are sure that any respectable citizen, even if the act is committed by one of his relatives, will consider our security above his own personal sentiments.

(Translation)

Mr. Chairman, may we as well point out a shortcoming in our laws on immigration. In all free countries, the right of sanctuary has been granted to people who had to leave their native country because of their political beliefs. May we ask the members of this committee to make the necessary representations in order that our immigration act formally grant political refugees the right of sanctuary?

Although we are in favour of highly qualified immigrants, we respectfully submit that it would be very bad policy to admit to Canada specialists, qualified workers or professionals from under-developed countries.

Starting from the principle of interdependence between the free countries and knowing that their weakening would cause unpleasant reactions in spite of our needs, we should on the contrary help those countries to train their professionals, supervisors and specialists, in order that they may achieve full development as soon as possible.

In our modern world, anything that happens, even in the most distant country, may affect our own existence.

Mr. Chairman, speaking about the general principles of the White Paper on Immigration, we submit respectfully that it is indeed a pity that the visitors and ship deserters fall automatically under the classification of "prohibited classes". Each case should be considered according to its merits. Many times, somebody coming here with a visitor's visa could not even leave his country of origin as an immigrant. May we suggest that our officials, prior to granting a visitor's visa, make a certain inquiry about the individual. If the applicant is a security risk or otherwise does not comply with our standards, the officer abroad should not even grant a visitor's visa. A few years ago, we adopted a completely different trend from that of the United States of America. We do not wish to imply that because of our southern neighbour having adopted a completely different policy of immigration, we should automatically imitate them. However, it is not such a hardship for the Immigration Department to proceed with the same investigation, if a person applying for an immigrant visa, a special inquiry officer applying for an immigrant visa should not receive it, unless he complies otherwise with our immigration requirements. On the other hand, the sole fact that he arrived as a visitor should not be a reason of his deportation to his country of origin.

At present, if somebody arrives in Canada with a visitor's or tourist visa, by applying for an immigrant visa, a special inquiry officer will summon the petitioner before him and will automatically decide that as the applicant is not in possession of an immigrant visa, he is one of the prohibited classes and he will order his deportation. We submit respectfully that this is a very rigid point of view.

As far as the so-called ship deserters are concerned, we understand that it is easier for us to order their immediate deportation. However, many of them would not have the opportunity to come to our country without

working on a ship. Let us say that such a person applies for an immigrant visa. According to our laws and regulations, the Inquiry Officer has no other alternative but to order his deportation. However, if otherwise the so-called ship deserter would comply with our requirements, after the proper investigation made in his country of origin, he would be allowed to remain in Canada. If we read the first part of the Report on Immigration prepared by Mr. Joseph Sedgwick, Q.C., we find out that the ship deserters, if they can, they contract marriage with a landed immigrant or a Canadian citizen, and then their deportation order is suspended and eventually they will acquire at once their immigrant status. We submit respectfully that if the law is too rigid, sometimes it is contorted by a legalistic formality which can cause more harm than good to the persons concerned. If a deserter applies for an immigrant visa and he cannot comply with our immigration requirements, then he should be deported. On the other hand, if he otherwise could be a landed immigrant, why should we deprive him of his dreams? Many of us considered today as respected Canadian citizens should not come to this country by our own means. A poor man of Sicily, Cyprus or Greece could not afford to pay his trip to Canada. If he declares to the shipping company or the captain that he is in possession of an immigrant visa and that he will remain in our country upon his arrival in Canada, we are very certain that he would not be employed and would not be able to come to Canada.

(Translation)

Mr. Chairman, members of the committee, we thank you for your patience and would like to make a few remarks on the present Immigration Act.

Although we are fully aware of the problems, we respectfully submit that Paragraph (a), Subsection (2), Section 4 of the Immigration Act be amended. Under the present act, no period shall be counted towards the acquisition of Canadian domicile during which a person is confined in or is an inmate of any reformatory, prison or asylum for the mentally ill. We respectfully submit that the Immigration Appeal Board should have the power to mitigate the consequences of this section.

Regarding Subsection 6 of the same section, it is represented that there is discrimination between a born Canadian and a naturalized Canadian. We request that this subsection be

deleted and request amendment in accordance with the Citizenship Act.

It has already been respectfully submitted that the Appeal Board should, in the cases mentioned, disregard the provisions of Subsection (d), Section 5, of the Immigration Act.

We also request unqualified revocation of Subsections (b) and (t) of Section 5 of the Immigration Act. As regards Subsection (b), this is merely in agreement with our earlier submission, and Subsection (t) is a catch-all for refusing settlement in Canada to any person when it is not desirable to inform him of the reason for refusal.

In this connection and for reasons already shown, we request that Subsection (4) of Section 7 of the same act be revoked.

In the same connection, we respectfully ask for the necessary amendments to Subparagraphs (ii), (iii), (vi), and (x) of Paragraph (e), Subsection (1), Section 19 of the Immigration Act.

Of course, for the sake of consistency, Section 16 of the same act also requires amending.

(English)

We respectfully suggest that the limitation period provided by Section 56 of the Immigration Act be reduced to one year instead of three years.

Furthermore, we respectfully pray this Committee to recommend the amendments to the Immigration Act and Regulations exposed in this brief.

As far as fingerprints of immigrants are concerned, we respectfully submit that even if in some very civilized countries this is introduced, it will not serve their purpose. It will rather humiliate the immigrant. As the immigrants are already provided with a landing card, we submit very respectfully that this card could be advantageously replaced by an immigrant identity card, bearing the photograph and signature of the immigrant.

In respect to Bill C-220, may we suggest very respectfully the following amendments:

(a) In order to decentralize the appeal board, we submit respectfully that we should have a panel of three members in every important city of Canada. Consequently clause 3 of the said bill should be amended;

(b) In this same line we suggest respectfully an amendment to clause 6 of the said bill to the effect that the members of the board will not be obliged to

live or reside in a radius of fifteen miles from Ottawa;

(c) Subclausé 1 of clause 10 should be amended in such a manner that at least three members of the Board will hear the appeal;

(d) We suggest the same amendments to Sub-clauses 2 and 3 of clause 10;

(e) Clause 12 of the said bill should be amended to the effect that the Minister should appeal only on a question of law;

(f) Subclause (c) of clause 14 of the said Bill should be struck;

(g) The appeal board should have the right to give a waiver of excludability in the cases afore-mentioned;

(h) We should add to clause 17 of the said bill, after the words "A Canadian citizen", the following words: "or a permanent Canadian resident";

(i) The certificate of the Minister of the Attorney General provided by clause 21 of the said bill should be considered only as a proof prima facie and the sponsor should have the right to prove that the certificate of the Minister and of the Attorney General is illfounded in fact;

(j) Clause 22 of the said bill should allow the appeal to the Supreme Court on a question of law and fact, too; because now it is only on a question of law.

(k) We should allow the exercise of the discretion of the Minister of Manpower and Immigration, if a sponsor, after having his appeal rejected by the Supreme Court, makes a petition for clemency to the Minister;

(Translation)

Mr. Chairman and members of the committee, we appreciate that the Immigration Act and related acts are very complex and that there is need for much judgment. However, we respectfully submit that it is possible to reconcile the interests of this country, the concern for its security, the humanitarian feeling for our fellow-citizens, permanent residents of this country and prospective immigrants with the problems arising from the interdependence of all peoples. We are sure that the members of this committee, as well as the groups which we represent, desire humane laws simply applied and easily observed. The more prohibitive a law is and, with all the respect due to our legislators, considered too severe by those that must suffer from its implementation, the less sure we are of its enforcement.

(English)

We would like, indeed, to have a new Immigration Act conceived according to the standards accepted by the whole population of Canada and its smooth application by our immigration and security officers. May we respectfully submit that all of us have only one goal, the prosperity and well being of all the inhabitants of this country of ours.

(Translation)

Mr. Chairman, honourable members of the committee, we thank you in advance for your understanding and feel certain that the new Act relating to these problems will be satisfactory to all of us.

(English)

Mr. Chairman, honourable members of the Committee, may we thank you in anticipation for your comprehension and we are confident that the laws which you will enact in these respects will serve the interests of a flourishing Canada and the well being of all its inhabitants. The whole very respectfully submitted.

Senator Pearson: I refer you to the bottom of page 6 and the top of page 7. You suggest that the government should use their funds to supply the immigrant with money to buy furniture and household necessities to establish himself in this country.

The experience that I had shortly after the First World War in immigration was the bringing in of Hungarians from Bessarabia, which was overrun then by the Roumanians, and also Serbians. We built a number of farms and set them up, and it got so far that they wanted us to supply them with stock and machinery, et cetera.

We tried it out for a little while, but we found that it was too easy for people who have equipment that can be moved to disappear during the night, and you have a complete loss. You have no control over where they go as private individuals. I would fancy it would be the same with the government.

You would have to have somebody sitting on their doorstep all the time, because there are people who take advantage of these things. I do not see that you can ask the government to do anything like this at all.

Mr. de Muszka: Mr. Senator, as you well know, our government is helping to pay the passage of many immigrants. Certainly we could keep track of these people.

As a matter of fact, if my information is correct, these funds are reimbursed to the proportion of 80 per cent. Therefore, for a loss of 20 per cent, I think it is better if we help these people, because otherwise they are going to a finance company and are paying 25 to 33 per cent interest and when they are starting their lives they will be paying for years and years the interest on what they borrowed.

• (2.40 p.m.)

Mr. Nasserden: Mr. Chairman, could I ask a supplementary to this? We have Farm Improvement Loans for farmers, who are guaranteed by the government against losses at reasonable rates of interest. You are representing the Liberal Federation of the province of Quebec? Is that right?

Mr. de Muszka: The Ethnic Group Commission of the Liberal Federation of the province of Quebec.

The Joint Chairman Mr. Klein: The Liberal party of Quebec.

Mr. Nasserden: The Liberal party of the province of Quebec. You will excuse me if I ask a political question.

The Joint Chairman Mr. Klein: You had better be careful because the witness is very astute.

Mr. Nasserden: I do not doubt that. Another political party has urged in the House of Commons and in other places that the same type of loan that has been extended to farm people should be extended to consumers. Do you not think that people coming in as immigrants to Canada are willing to pay a reasonable rate of interest and willing to stand on their own feet and pay their way as they become established here?

Mr. de Muszka: Mr. Senator—

Mr. Nasserden: No; I am a Member of Parliament; perish that thought!

Mr. de Muszka: May I give you a very personal experience in this respect? I arrived in Canada in 1951. I had around \$250 in my pocket. Certainly it took us three years until we could rent an apartment. For those three years we were living in a boarding house. We were fortunate that we did not have any children during that time, and we could afford it; but if an immigrant comes here with three or four children he could not do

the same thing, and he would be obliged to borrow money. But from whom? Nobody gives any loans to a newcomer. The low interest loaning companies first test the financial position of the individual and it takes at least three or four years until his so-called credit is established.

Mr. Nasserden: All that that points out, to my way of thinking, is the need for some government guaranteed loan, not only for immigrants but for all people who are facing the problem of the high cost of consumer credit today. I do not think there is any different problem facing an immigrant than that which is facing anyone else.

As far as their day to day expenses of living go most of the larger companies today—department stores and so on—are willing to extend, I believe, a credit card on a 30-day or 60-day basis as long as it is paid; and they are also willing, on major appliances, to extend credit over a few months, as well. I know that the cost is higher there.

All that this points up is the failure of successive governments to bring forward legislation. You are a member of the Liberal Federation of the province of Quebec. You should get to work on the great Liberal party and get them to do for the consumers of this country what has been done for the farm people of this country with regard to loans to carry them over a period like that.

Mr. de Muszka: Honourable member, the fact that we want to do something good for immigrants does not mean that we would not do the same for our own established, or Canadian-born citizens. As a matter of fact, in 1956 or 1957, when we had the influx of Hungarian refugees, I begged the government and the institutions to form language schools, apprentice schools and camps for the new arrivals, to give them a basic language education; or, if they already had three or four years of their apprenticeship for them to complete their apprenticeship in their language, but at the same time to learn English or French. I was told that we are not doing this for our Canadians. I told them that perhaps, if it would be the experience with the immigrants was good, it could be extended to our own Canadians.

Mr. Nasserden: Your remarks at that time must have fallen on ears that were listening, because in the period that followed 1957 and 1958—

The Joint Chairman Mr. Klein: That would be the Diefenbaker years, would it not?

Mr. Nasserden: Yes; the disappointment he had was apparently in the years before the Diefenbaker years. The achievements following 1957 and 1958 involved the greatest vocational training and building program in the history of our country.

Your brief and other briefs presented to this Committee have indicated that we need these vocational training schools and that we need an expansion of them at the present time far beyond what we ever imagined in the past. It is one of the disappointments of some of us in the House of Commons that there has been an indication of a slackening in that program in the last couple of years.

Once again I have to say to you, a member of a great party in this country, to use your influence with that party, to try to get them to recognize this fact not only as it affects the immigrant coming to Canada but Canadians as well.

Mr. de Muszka: If you read the brief from the Liberal Federation you will see that we are not dealing only with immigrant matters but also with our own matters. May I tell you, honourable member, that it was a very bad policy at that time, whatever party was in power. Let us say that we had in Montreal 250 students. We sent them to McGill University, or to the University of Montreal. They knew neither French nor English, and they failed. Instead of first teaching them the basic knowledge of a language before hand we just sent them to university, with the result that many of them are now taxi drivers, or in positions which are according to their capacities. I do not mean that a taxi driver is not a respectable citizen; but, in any event, a student with his second year in engineering and who is now a taxi driver is not an asset to our community.

We have to be logical in trying to help and not expect him to do something which he cannot do.

Mr. Nasserden: I am entirely in agreement with what you have said, that there is a need for teaching language when people first come to Canada. I do not think that either you or I could establish who was to blame at that time. I do not think that anyone was actually to blame, regardless of what the difference of opinion might be. The Hungarian immigration to Canada at that time was an unexpected thing that came in one fell swoop. Perhaps Canada at that time was not in a position to realize all the consequences that would arise from it.

The immigration of the future, because of the experience at that time, and the hearings we are having now, and representations such as you have made, too, will better prepare us for that type of thing.

Mr. Dinsdale: Mr. Chairman, on a supplementary—

The Joint Chairman Mr. Klein: I am sorry; we have interrupted Senator Pearson—

Senator Pearson: I just have one more question.

Is it not a fact that countries in Europe teach French or English besides their own native language in their schools and universities.

Mr. de Muszka: Mr. Senator, it depends on the level of education. When I left Hungary I already spoke five languages. That was because I learned through my family and the schools. However, in the primary schools a second language is not taught. A second language is first taught—French and, unfortunately, Russian, which I cannot use here—in the first grade of gymnasium, which is the equivalent of the fifth grade here.

• (2:50 p.m.)

We have an elementary school of seven or eight grades. If somebody wants to have an academic education he goes after the fourth grade into the gymnasium, which takes eight years. He then passes his B.A. and is admitted to a university. In the gymnasium they teach French or English, and in the fifth grade if somebody had previously started French he then starts English. In the seventh grade it is German or Italian. There was a choice between these languages.

However, if somebody did not have this gymnasium education he did not learn any other language. Perhaps if he was in a bilingual or trilingual region of the country he would speak Roumanian, as I do. I speak Roumanian, German and Hungarian.

Senator Pearson: Our immigration policy says they must have at least seven years of education. Does that include the two years of gymnasium, as you call it?

Mr. de Muszka: Mr. Senator, for this reason we are suggesting a system of equivalents. For instance, in Holland they start the school year in September and they finish in the second half of July. They even go to school on Saturdays until 1 o'clock. They have a longer

school year. Sometimes in five or six years they learn more than they do in another country in nine or ten years. For this reason we suggested a system of equivalents to see what is the value of such a degree in, let us say, France compared to the same degree here in Canada.

Senator Pearson: Thank you.

Mr. Dinsdale: I have a supplementary to Mr. Nasserden's questions with regard to the influx in 1956. Were there not some parts of Canada where special languages courses were instituted? I recall, for example, that the University of British Columbia took in a whole school of forestry engineers. The responsibility for the situation that you refer to lies more with the provincial authorities than with the federal authorities.

Mr. de Muszka: I wanted to tell the honourable member at the time, but unfortunately we switched to another subject, that a Creditiste or Social Credit government was the only one to establish a full university in their province for the forestry and mining faculties of the University of Sopron. I have heard that it was a very good experience. We gained around 25 very well qualified professor and around 250 or 300 students who are now engineers in forestry and mining.

That, in my mind was in the province, also, but you will understand; we are always talking about interlocking responsibility—that you cannot tell the federal government to do such and such and that we will do such and such. We should have co-ordination between the federal and provincial governments.

Senator Hnatyshyn: Was that not because a lot of those people who came and landed in British Columbia were engaged in forestry in their own country? They had some previous training, I think, in forestry.

Mr. de Muszka: They were learning. First of all, there were two faculties. In Sopron there was a faculty of forestry engineering and of mining, so that the professors and students went to British Columbia.

Senator Cameron: Mr. Chairman, this mainly answers my question because I had in mind Sopron University, which was a very successful experiment. These men are earning good money today and are making a very important contribution.

I hate to discourage you, but as chairman of a Royal Commission on Education in a province of this country I thought it would

be easy to get equivalents in admission standards to universities. We failed miserably. I thoroughly agree that we need to do this, not only in certain provinces but to take care of the immigrants.

Mr. Chairman, I am going to suggest that this is one area we must emphasize very much when we are writing our report. It is essential in terms of immigration, and it is essential in terms of the mobility of population within the country.

We will leave it at that, but I am glad you brought out this question of Sopron University, which was a very successful experiment.

The Joint Chairman Mr. Klein: Have you any reason to believe that we can succeed where you failed miserably?

Senator Cameron: Perhaps we are better men!

Mr. Enns: I just have a comment and a question. My comment is related to the system of equivalents. Certainly, as our globe shrinks this is going to be an ever-increasing problem. I share the Senator's views about this being difficult within our own country; but the pressure of the shrinking of the globe will demand it.

My question deals with another section of your brief where you talk about the prohibited classes. You seem almost to want to eliminate the category altogether. You are really saying that you want each case to be studied on its own merits. Was I misinterpreting what you said?

Mr. de Muszka: Excuse me; but I was speaking about petty crimes. I will give an example. In the iron curtain countries you have to belong to a certain party to survive. You are not a party member because you feel that the ideology is the one for which you have to fight but simply because you are obliged to join that party. Now, if he goes before an immigration officer he is in the prohibited class, because certainly according to our standards that ideology is a subversive one. He is automatically in a prohibited class. Therefore, if there are very particular reasons, and, on the other hand, if the sponsor here in Canada is a respectable Canadian citizen, we should let this man come here, even if otherwise he would be in a prohibited class. It is not to eliminate, but only in some cases to apply our good judgment.

(Translation)

Mr. Pelletier: I would like to ask two questions but, above all, to have you clarify the

reasons for the requests made in your brief. I personally would agree to the shortening of the probation period for immigrants before they can be entitled to receive Canadian citizenship, but I would like to know on which reasons you are basing this. Is it for psychological reasons or for material advantages, in other words?

Mr. de Muszka: It is not only for—

Mr. Pelletier: Why are you asking for a reduction to three years instead of five?

(English)

Senator Cameron: Mr. Pelletier, you well know that to be a lawyer, doctor, engineer or to be admitted into the corporation of engineers of the Province of Quebec and other provinces, you must be a Canadian citizen.

You cannot be a member of another professional association without Canadian citizenship. I believe that the engineer or lawyer or doctor who sets up a practice in Canada will learn the customs and adapt quicker to Canada than somebody from Calabria or elsewhere.

Mr. Pelletier: He will identify quicker.

Mr. de Muszka: Exactly. Later, as I have said, there is no language barrier. In general, these people speak French or English, and thus can adapt very quickly.

Thirdly, in France for instance, whoever has a diploma from a French university may become a French citizen after two years of residence.

There have been cases where the residence requirements for the acquisition of citizenship by naturalization have been reduced for certain outstanding intellectuals and others.

(Translation)

Mr. Pelletier: Would you make the same request for people who do not have a college education? Would you see the same advantages in the case of trades people for instance who might enter their trade if the barriers you mentioned did not exist? Would you see the same advantage in reducing the period for common people?

Mr. de Muszka: Generally, I do not see it. I do not see any advantage because, from the point of view of social laws, they are entitled to family allowances, and so forth. However, they may not obtain a Canadian passport as quickly as other people. But, on the other hand, I do not see why a worker should be

granted Canadian citizenship before the expiry of the five regulation years because, as often as not, the five years are very necessary. But, since the Canadian Citizenship Act was not discussed here, there has been some regret that this subject was not discussed as well. It has already been proposed, eight years ago, that citizenship courses be organized by the Department in order that immigrants may become acquainted with their environment, Canadian history and geography, etc., thus enabling them to pass their citizenship examination.

These people need to adapt to the country and, unfortunately, as I have said, the means are lacking to teach these people to adapt to Canada quickly enough.

Mr. Pelletier: I would like you to clarify another item of your brief concerning the admission of ship deserters as immigrants to Canada.

Mr. de Muszka: Yes, certainly.

Mr. Pelletier: You said, I believe, in your brief, that you realize that this is a very thorny problem and one difficult to solve.

Mr. de Muszka: I know.

Mr. Pelletier: If I understand correctly, you only ask for one thing: that the right of appeal and the Board of Appeal be decentralized to enable any ship deserter to appeal to the Board and obtain an early decision.

Mr. de Muszka: The decentralization of the Board of Appeal will not be of advantage only to ship deserters.

Mr. Pelletier: No, no, but to whom then?

Mr. de Muszka: It would be of advantage generally because where are the great immigration centers located after all? In the Montreal, Toronto, Vancouver, Winnipeg, etc., areas. Say eight areas at the most.

However, at present, ship deserters are included in the prohibited class.

Mr. Pelletier: What precisely are you asking for?

Mr. de Muszka: The Appeal Board may not give them a residence permit. We request in particular that the Immigration Act be amended so that the Appeal Board be entitled to review the case because, if, for instance, there is no other reason for refusing them except that they are ship deserters, we do not understand why they should be automatically deported as is the practice at present. The immi-

grant reports to a special officer who tells him: "You have no immigrant visa, etc., you are deported."

Then, what happens? These people stay in prison or are freed on bail, marry and these marriages often turn out to be unhappy. Ninety per cent of these marriages are but formal marriages contracted for the sole purpose of remaining in the country and evading the law. From a human point of view, they should not be given the possibility of evading the law because, in my opinion, marriage is a very important institution, but they are nearly forced to commit these foolish actions. They can say: "Sir, I now request my admittance as an immigrant". Our officers then make an inquiry. He is investigated as to his adaptability from a trade point of view. If he is a respectable person from all other points of view, but nevertheless a ship deserter, we do not understand why he should be automatically excluded and put on the prohibited list.

Mr. Pelletier: As far as I am concerned, I am not familiar with the problems of the shipping companies and I have no more sympathy for them than necessary. We are sometimes told that if the door is opened, our Immigration Act will result in mass desertions from ships and this may well aggravate the problems of those who trade with Canada by ship. Are you not impressed by this argument?

Mr. de Muszka: Mr. Pelletier, I know that our laws are not eternal. One can always make experiments; if the experience is bad, the law may be changed.

Mr. Pelletier: I thank you Mr. President.

(English)

Mr. Nasserden: I have a supplementary on that. Do you not think that Canada, or any other nation, cannot really afford to admit to the rest of the world, or to any other nation, that she is catering to people who desert ship?

Mr. de Muszka: It is not a question of principle, that you will admit a deserter, but he will not be in the prohibited class and we will be dealt with in the same way as is anybody who arrives in this country illegally. If he deserves to stay here, he will stay. If he does not deserve to stay here, he will be deported.

Mr. Nasserden: Is there not some agreement between some nations of the world with

regard to desertion, under maritime law? I would think that there is. It may be that not all the nations of the world have signed this agreement, but I think that quite a few of them did.

Mr. de Muszka: Maybe for the captain and the crew, but not for any unskilled people—

Mr. Nasserden: The ordinary seamen?

Mr. de Muszka: I am not saying that; but for the second cook. Certainly for a captain or for a second, there is such an agreement.

Mr. Nasserden: It is not that I do not have sympathy for them. I do have sympathy for the people who want to seek political asylum; but from an international standpoint it is a very difficult thing, I think, for a nation to admit that she is going to cater to them.

Mr. de Muszka: Honourable members, political asylum and ship desertion are in completely different classes. He may be, in the meantime, let us say, not a political refugee but he may leave the country for political reasons, or for personal security; but in the meantime he can be somebody who is nothing politically, and then certainly he cannot apply for political asylum.

The principle of political asylum is very simple. Let us say that somebody has the chance, in one way or another, to arrive here in Canada. When he gets to the first immigration officer he is told that he is not allowed to enter this country. As we do not recognize political asylum that means that the immigration officer has no alternative but to put him on the ship and send him back to where he came from, unless a member of parliament, or a newspaper finds out and starts some publicity—

Senator Hnatyshyn: Do you think it should be left to the discretion of an immigration officer? I am asking this in view of the fact that the Minister always has discretion to admit somebody as a political refugee. Do you think that that authority should be left to the ordinary immigration officer?

Mr. de Muszka: Mr. Senator, I did not suggest that at all; but if somebody arrives at a port of entry in Canada and he is not entitled to come in an immigration officer has to immediately put him back on the ship—

Senator Hnatyshyn: Are you suggesting that the immigration officer, if he says he is a refugee, should refer the matter to the proper authorities?

Mr. de Muszka: Right; he will first detain him until the proper investigation is made; he will make his application through the proper channels; and if he deserves to stay in this country—

Senator Hnatyshyn: I agree with you.

Senator Cameron: Mr. Chairman, on this matter of prohibited classes, I take it—and we might as well be very frank—that in order to make a living in some of the iron curtain countries you must become a member of the communist party?

Mr. de Muszka: Right.

Senator Cameron: Because this prospective immigrant was a member of the communist party he is prohibited?

Mr. de Muszka: Right.

Senator Cameron: Well, my question is this: Would it be your opinion that we have placed too much emphasis on security in this particular aspect admitting immigrants? In other words, this person might not believe in the communist philosophy, but in order to live he has had to join the party; and yet because he has done this he is technically prohibited and, therefore, is inadmissible? If that is the only criterion do you not think we should take another look at possibly providing a right of appeal, or examining this a little more carefully?

Mr. de Muszka: No; the system to this moment was that if somebody sponsored his father and he was on the prohibited list, because he was a former member of the party, then the Minister could use his discretion and waive this prohibition. However, this involves a lot of legal costs, et cetera. But, if we had an immigration appeal board which could deal very smoothly with these matters I think that the sponsor would be in a better position.

On the other hand, security is certainly very important, but sometimes—let us say, you are in France. Somebody will tell the grocer or the superintendent that you were a communist. Certainly our officer who is investigating the background of this person will go to see the grocer or superintendent, et cetera. It may be that that man never belonged to any party, but as he does not know the accusation against him he cannot prove the contrary. Sometimes only by defamatory or hearsay evidence he is excluded, and he did not actually belong to that organization.

Mr. Nasserden: Mr. Chairman, I think that we should thank the witness for a very informative brief. He has done a very good job in presenting his case to this Committee.

•(3.20 p.m.)

The Joint Chairman Mr. Klein: I might say that we would ordinarily have inserted your brief in the minutes, but since you have read it it is already there.

Senator Fournier: With the proper corrections.

The Joint Chairman Mr. Klein: Gentlemen, perhaps we could wait for a few minutes. The other witness has not yet appeared. It may well be that he may not come, because we have already heard the Toronto counterpart of this organisation which is the Italian Businessmen's Association?

I do not know how the Committee feels, but I think that we have probably reached the point where we do not really require too many more sittings of this nature. I do not know how the Committee feels, but I think that we have enough information to start drafting a report.

Mr. Badanai: I suggest that we adjourn, Mr. Chairman. If the witness is not here yet—

The Joint Chairman Mr. Klein: Perhaps we could just wait for another three minutes to see if this gentleman appears. Usually when the time for a presentation is 3 o'clock 15 minutes' grace is given.

Senator Cameron: Mr. Chairman, before we adjourn I would like to express on behalf of the Committee my deep appreciation of the translators. They have done the best job of any of the meetings which I have attended. It has been a great pleasure to listen to them. I would like to record my personal viewpoint, which I am sure, is supported by everybody.

The Joint Chairman Mr. Klein: They are freelance interpreters; or at least, one of them is freelance and one is from the House.

Senator Fournier: Mr. Chairman, would this be the proper time to discuss the matter I brought up yesterday about that report, and whether we agree to print it or not? Perhaps this should be left for another time?

The Joint Chairman Mr. Klein: Do you mean the one with respect to the penitentiaries?

Senator Fournier: Yes.

The Joint Chairman Mr. Klein: I think we should leave it for another time; because, off the record, I heard something to the effect that these stations are established in case an immigrant arrives who is found to be insane, and he is placed in an insane institution; but, as I understand it, they do not take a sane immigrant and put him in an insane asylum, or take an insane person who applies for admission to Canada and put him in a jail.

Mr. Régimbal: They might very well take a person who they think is insane and put him in an asylum.

Senator Fournier: If it is explained properly—

The Joint Chairman Mr. Klein: I think we should leave that until we get further information on it.

Mr. Nasserden: It appeared from the list that that could very well be the case.

The Joint Chairman Mr. Klein: Yes; on the face of it it looked very bad; but perhaps it is not as bad as it appeared to be.

Senator Hnatyshyn: I think we had better wait until we get more information.

The Joint Chairman Mr. Klein: Do you want to see if the gentleman is coming? Is it 3:15?

Mr. Régimbal: It is 3:20.

The Joint Chairman Mr. Klein: We do have a few other persons who have expressed a desire to come before us in Ottawa, such as the Canadian Medical Association and that welfare group; and there may be about two or three others.

Senator Hnatyshyn: I think we should hear the medical association.

The Joint Chairman Mr. Klein: Yes; I think we should hear those who still want to come; but I do not think that we require—

Senator Hnatyshyn: Especially the medical association, because, as you know, there have been complaints—

The Joint Chairman Mr. Klein: We may have briefs from some who have made no representation to come before us. I think we have sufficient.

Senator Hnatyshyn: Yes.

Senator Fournier: Do we meet on Monday night, sir, or will we be informed?

The Joint Chairman Mr. Klein: We may not meet on Monday night. You had better wait a few minutes, because the parties who had asked us to convene for Monday night have now indicated that they will only file their briefs, and would perhaps want to come later.

Senator Hnatyshyn: On Monday night there is the Landreville Committee.

The Joint Chairman Mr. Klein: Yes. I do not think we will meet.

Well, gentlemen, it seems that the witness is not going to appear. Is it your pleasure that we adjourn?

Some hon. Members: Yes.

APPENDIX Q

BRIEF TO THE JOINT COMMITTEE
OF THE HOUSE OF COMMONS
AND SENATE ON IMMIGRATION

Submitted by:

THE NEGRO CITIZENSHIP ASSOCIATION
INC.

THE JAMAICA ASSOCIATION OF
MONTREAL

and

THE TRINIDAD AND TOBAGO
ASSOCIATION OF MONTREAL

Montreal, Quebec

February, 1967

'The time has come,' the Walrus said
'To talk of many things:
Of shoes—and ships—and sealing wax—
Of cabbages—and kings—
Of why the sea is boiling hot—
And whether pigs have wings.'

Lewis Carroll

PREFACE

This brief is presented jointly on behalf of the Negro Citizenship Association, the Jamaica Association of Montreal and the Trinidad and Tobago Association of Montreal.

The Negro Citizenship Association was formed in 1952, and from its inception, the members were concerned with the role of the Association as a representative of the Negro population in the field of Human Rights and with the faithful implementation of its motto "Dedicated to the Principles of Good Citizenship." In the period prior to 1963, the Association endeavoured to offset the adverse effects which a too rigid interpretation of the laws by the Department of Immigration had upon Negro immigrants and potential immigrants.

The purpose of the Negro Citizenship Association as outlined in its charter is "To organise, promote, encourage and provide facilities for the education, recreation, health, social, civic and economic advancement and general welfare of the coloured population of the Province of Quebec and to encourage, facilitate and assist coloured immigrants to establish themselves in the Province of Quebec.

The membership of the Negro Citizenship Association which presently stands at 500 is

open to anyone over eighteen years of age without any restriction on the grounds of race, colour and creed.

The Jamaica Association and the Trinidad and Tobago Association are in the context of national Associations which have been founded to foster and maintain some form of cultural and national identity. The members of these organizations are mainly people from these Caribbean territories who have recently come to Canada either as immigrants or students.

The Jamaica Association, founded in 1962, has a membership of 260 and these are for the most part native-born Jamaicans.

Membership in the Trinidad and Tobago Association is predominately but not exclusively drawn from these two territories. This organization was founded in 1965.

MIGRATION FACTORS

Migration of people involves the interplay of many forces and factors: economic, sociological, psychological and political. It is the task of the Minister of Immigration to balance, sometimes quite delicately, all these factors in the formulation and the implementation of an immigration policy. The magnitude of such an assignment, evidenced no doubt by the rapid turnover in the number of Immigration Ministers, has earned our sympathy, although it will not limit our criticisms.

Generally, the movement of persons from one area to another is primarily the direct result of inadequate economic and social opportunities in the one area and the greater advantages in the other. However, the unrestricted flow of people in any country would be unwise politically and, in some cases, economically. On the other hand, a restrictive and conservative approach to immigration in a country such as Canada could prevent it from experiencing its full potential growth.

An immigration policy that is bound to the dictates of economic theorising is inherently conservative and cautious. Such a policy is usually based on expectations which have to be short term because of the inability to measure the intangibles or statistical imponderables. Consequently when economics is used to the exclusion of all other factors in the selection of immigrants then the projected plan can only be short term and subject to constant review and testing.

In all economic models, there is that famous Greek symbol which represents what the economist cannot measure and pin down, i.e., all the other things that go to make a man a man and not a machine, to make economics a social and not a physical science. These are significant—man's social, cultural and institutionalized values. These are the factors that confound pure economic models.

So that while it is generally agreed that economic factors must be taken into account in the drafting of any immigration policy, we nevertheless feel that economics should not be used to the exclusion or minimisation of those other factors which are just as important.

DISCRIMINATION IN IMMIGRATION

1. In his recent study of the Immigration Regulations, Mr. Joseph Sedgwick, Q.C., has stated and we agree that "Immigration is a privilege and not a right." Our Associations uphold the fundamental duty and obligations of all nations to frame and implement their own laws, including their immigration laws. However, in view of Canada's oft stated and recently re-stated policy of non-discrimination on grounds of ethnic or geographic origin, we will protest most vigorously if the proposed law discriminates or tends to discriminate against anyone because of racial or ethnic origin.

2. Over the years there have been repeated criticisms of the discriminatory aspects of the Immigration Law and Regulations, both inside and outside Parliament and at home and abroad. In 1964, a member of the House of Commons, taking part in the debate on the Estimates of the Department of Immigration, said, and we quote:

The main section relating to admission to this country is Regulation 31 of the Immigration Regulations passed on June 18, 1962. The former Minister of Immigration and Citizenship was wont to repeat that these regulations could eliminate discrimination to some extent. We have succeeded in persuading the public of this, but in fact, this discrimination still exists. (*Hansard*, Friday 14th August 1964 P6856).

3. There can hardly be any doubt that this country has for some time been pursuing a policy of racial discrimination in Immigration. The Act of 1952 gave to the Governor-in-Council the power to select immigrants on the basis of racial or geographical origin. Indeed the Minister of Immigration in 1952,

when asked about conditions for West-Indian immigration to Canada, is quoted as saying that "In the light of experience it would be unrealistic to say that immigrants who have spent the greater part of their life in tropical or sub-tropical countries become readily adaptable to the Canadian mode of life..."

4. If any further evidence is required to show that our Immigration Law has been anything but non-discriminatory, the statistical information on the number of immigrants admitted into Canada for the 40 year period ending December 31, 1964 shows that out of a total of more than 3 million immigrants, only 17,206 of these were negroes. (Report of Immigration for 1964)

5. The White Paper on Immigration has therefore shed some light on this rather vexing question of a non-discriminatory policy. The Minister of Immigration has declared in clear and unequivocal language that the immigration policy of this country will not be based on racial, ethnic or religious discrimination. We wholeheartedly endorse this policy statement but further believe that this fundamental principle should be written into the Immigration Act, and not left to be subjected to the arbitrary decisions of an immigration officer or to future regulations of the Governor-in-Council. We will exercise the utmost vigilance to ensure that such a sacred principle is upheld.

SKILL AND ENTRY QUALIFICATIONS

6. Since 1962, the government has changed the Immigration requirements for landing in Canada so as to include: "a person who by reason of his education, training, skills and other special qualifications is likely to be able to establish himself in Canada." The White Paper has re-emphasised this; indeed, the proposed policy will be to "recruit educated and skilled immigrants on a steady basis, and to guard against admitting large numbers or greatly fluctuating numbers of uneducated and unskilled immigrants."

7. Because of their particular social and economic development, the non-white countries of the world will not readily be able to meet the conditions set for entry into Canada. Therefore, the net result of such an immigration policy will be to continue to restrict immigrants from those countries. The government is in effect substituting a policy of discrimination based on ethnic and geographic origin, for one based on skill. In terms of its effect on immigration from the non-white

countries, we say of the proposed policy: "Plus ça change, plus c'est la même chose."

8. Among newspaper editors, some prominent Canadians and members of Parliament, there is a widely held view that any new immigration policy will recognize the need for a special relationship between Canada and the Commonwealth Caribbean. The reasons are well documented. Some of the arguments advanced are: the adverse effects of the high rate of population increase, inadequate educational facilities, insufficient natural resources, etc. It is therefore regrettable that the White Paper contains not a single reference to migration from the Caribbean, although West-Indian leaders have pleaded with their Canadian counterparts to allow entry to more of their nationals. On the other hand, the migration pattern of Europeans and West Indians would seem to indicate that the criterion of skill is more stringently applied to the West-Indian than to the European immigrant. We would suggest that the time has come for the selection methods to be equalized.

9. Primarily with regard to the Caribbean situation, we are very sympathetic to views expressed by the Government of Manitoba about the discrimination against the unskilled in the Immigration Laws. That Government has estimated its requirements of 3,500 unskilled immigrants yearly to a maximum of 10,000 in the next few years. Members of the Joint Parliamentary Committee have argued that, notwithstanding the economic arguments to the contrary, Canada needs unskilled immigrants mainly in the mining and the agricultural sectors. As a modest and positive proposal, we strongly suggest that the government considers the possibility of obtaining some of those immigrants from the Caribbean area. We also believe that an adequate training programme could be set up either in the Caribbean or in Canada so that those who are not presently qualified could be trained to meet certain employment standards. We further suggest that this be made a permanent programme of assistance to Caribbean immigrants.

IMMIGRATION OFFICERS IN NON-WHITE COUNTRIES

10. If this country is indeed prepared to pursue a meaningful and liberal immigration policy, then it becomes important that counselling officers should be stationed in certain areas from which immigrants are to be select-

ed. Canada has the grand total of one visa officer in the non-white countries of Africa, Asia and the Caribbean, and no one seriously believes that the Department of Immigration is concerned about selecting immigrants from these countries. For the Caribbean area, a Canadian counselling and selecting team visits the islands to interview prospective immigrants—once in 1964, twice in each of 1965 and 1966. It is the view of these Associations that an Immigration Centre be opened for the Caribbean with Headquarters in one of the islands, and that the officers be more available for the purpose of counselling and selecting immigrants.

11. To argue as the Immigration Department has done that there are not enough applicants from the islands to justify setting up an office, seems to be a question of which comes first—the egg or the chicken. For we seriously contend that there is a positive correlation between the number of immigrants from any particular area and the diligence with immigrants are sought through publicity and the establishment of offices in that area. Too often in the past, the prospective immigrant was required to carry on a protracted negotiation and correspondence with Ottawa towards obtaining a visa. This lengthy process was at best a source of great frustration and at worst an exercise in futility.

12. For the purpose of the White Paper, the Government has defined a skilled person as one who has the equivalent of ten years schooling or a Technical School Certificate of graduation. Under the former category, the problems that arise are minimal, but, in the latter the situation becomes somewhat more difficult. In many areas, especially in some developing countries, a person after primary school learns a trade, e.g., motor or Diesel mechanic, carpentry or machinist, but may not have a certificate to indicate the extent of his training because of the lack of facilities for formal training. Many such people who have applied for immigrant status have had considerable difficulty convincing the counselling officer of their knowledge of the particular trade. If such an officer lived in the area, the problems of prospective immigrants could have been better appreciated, and more precise information and counselling could very well have been given. It is clear to us that more flexibility must be allowed in selecting Tradesmen from these areas.

13. Perhaps the most serious shortcoming of the Government's White Paper is its failure to

consider human factors in its projection. The arguments, and especially the economic arguments, seem to have been prepared by computers, into which were fed such data as job, opportunity, adaptability, skills, education. Subsequently, applicants are interviewed and processed by a mechanical system which places them into categories on the basis of whether they are skilled, unskilled, educated or uneducated. The Department of Immigration must somehow realise that immigration involves people, many of whom are asking only that they be given an opportunity to make a contribution to the Canadian way of life.

STUDENTS AND NON-IMMIGRANTS

14. We understand it to be government policy to assist in the training of and to encourage overseas students to study in Canada. The figures show that 15,000 to 20,000 foreign students each year avail themselves of the opportunity for higher education in Canada. Nonetheless the Department of Immigration imposes a restriction on these students in that the terms of the student's non-immigrant visa preclude him from seeking or accepting summer employment except with the expressed permission of immigration officials. Such permission is officially granted only for employment directly related to the student's field of study.

15. We disagree entirely with the view that obstacles or restrictions should be put in the path of the students, regardless of whether he is Canadian or foreign, in the matter of seeking summer employment. The high cost of University education, the compelling social, psychological and financial reasons are sufficient to justify the need to work during the summer vacation. Moreover, the addition to the labour force of 15-20 thousand persons in temporary employment would hardly increase the unemployment rate significantly.

16. In arguing for the right of all bona fide foreign students to seek employment during their vacation periods, we feel very strongly that this permission should be granted for the summer during which the student visa is valid. We believe that "Permission to work during the summer vacation only" should be automatically granted to all bona fide students. It is hardly necessary to point out that under existing regulations, a student may face serious financial hardships if permission is withheld, and possible deportation if he accepts employment without permission.

17. The provision in the law for the non-immigrant to apply to become landed in Canada should be continued. There are many cases where persons have applied to become landed and have waited for as long as two years without having their status defined. Any such lengthy delay could result in undue and unnecessary hardships if at the end of that period, such a person is refused an immigrant visa. It is hoped that the necessary administrative machinery could be set up to dispatch such cases speedily.

18. We understand and sympathise with the effort being made to prevent non-immigrants from circumventing the normal immigration procedures. However, we must be critical of any move to penalize or prejudge a person who takes advantage of the existing provisions of the immigration regulations. Many cases have been brought to our attention of persons who have come to Canada as visitors and have applied for, and been denied, landed immigrant status. The reason for the denial has not always been very clear: whether the person lacks one or more of the requirements for entry or whether he or she has been presumed to have circumvented normal immigrant procedures. Needless to say, the exact reason for refusal of an immigrant visa is not usually given.

REJECTION OF APPLICATION FOR LANDED STATUS

19. As quite often happens, the applicant for landed immigrant status receives a letter simply informing him that his application has not been favourably considered. This is quite in keeping with the departmental regulations which do not require any reasons for rejection to be given. We strongly suggest that the would-be immigrant be explicitly informed of the reasons for the rejection of his application so that he may take the necessary corrective steps for a successful application.

20. If the applicant is already in Canada, and in the event that the application is rejected, he faces deportation to his country of origin. As the deportee is not allowed to re-enter the country except on the written permission of the Minister of Immigration, deportation, therefore, is a finality which should only be exercised as a last resort. Any person therefore who is a temporary resident and does not qualify for entry into Canada should be given the option of voluntarily leaving the country. Such a person should be

given a reasonable period of delay during which he winds up his affairs, under bond if this is thought necessary.

SPONSORSHIP

21. The Immigration Minister has described the new sponsorship regulations as the pith and substance of the White Paper. In a statement on the White Paper to the Joint Committee, he said "the White Paper proposals do not in any way limit the right of a landed immigrant to sponsor his dependent relatives. On the contrary, there are some extensions of that right." Our Associations wholeheartedly endorse these proposals. He further stated that for the sponsored non-dependent relatives, if they are to enter the labour force they must meet certain minimal requirements in skill or education (grade 7 Canadian equivalent).

22. In the light of the economic arguments in the White Paper and the desire to use education and skills as the criteria for immigrant selection, it would be very easy to agree with these proposals. However, since no evidence exists that immigrants, even those uneducated and unskilled, have become a burden to the Canadian tax-payer, we cannot support the Minister on that point. The recent upsurge in education is not a result of autonomous forces, i.e., the increased desire on the part of the population to be better educated, but is rather the result of technological and industrial demand. There is convincing evidence that many immigrants, unskilled and uneducated, have taken the opportunity, once

in Canada, to equip themselves educationally to be better able to compete in the Canadian labour market.

SUMMARY

Our Organisations would respectfully submit to this Committee for consideration the following:

1. That there be an end to discrimination in the Law on the basis of racial, ethnic and geographic origin, and further, that a statement to this effect be incorporated in the Immigration Act.
2. That economic factors should not be used to the exclusion of all other factors.
3. That more equitable methods be applied in the selection of immigrants from the non-white countries.
4. That we seriously doubt that the immigration needs of this country will be solely related to skilled labour, and we therefore urge that some of the unskilled immigrants who would be needed in this country be recruited from the non-white areas.
5. That immigration offices be established in the non-white areas, and at least one office in the Caribbean area.
6. That there be a special relationship between Canada and the Caribbean.
7. That all bona fide foreign students be given permission to seek summer employment without being subjected to the arbitrary decisions of an immigration officer.

APPENDIX R

(Translation)

Montreal, January 23, 1967

Mr. Maxime Guitard,
Clerk,
Special Joint Committee on Immigration,
House of Commons,
Ottawa 4, Ontario.

Dear Sir,

I enclose with this letter a copy of a brief which I have prepared for the members of the Special Joint Committee on Immigration, the joint chairman of which are Messrs. Léopold Langlois and Milton Klein.

The brief is five pages long and is entitled: "Reflections on Canada's immigration policy".

For your information, I am a member of the Department of Italian in the Faculty of Arts and Science, McGill University, Montreal.

Yours truly,

Giuseppe Turi,
Apartment 18,
3440 Peel Street,
Montreal 2.
Telephone: 845-2678.

Brief submitted January 23, 1967, in Ottawa, to the Special Joint Committee on Immigration, House of Commons, Parliament Buildings, Ottawa 4, Ontario.

REFLECTIONS ON CANADA'S IMMIGRATION POLICY

1. The fact that Canada has had or has need of immigration and immigrants appears to me to be self-evident; however, what does strike me as questionable is the method by which this need has been or is to be satisfied in this country. We cannot hope to study Canada's immigration policy in depth within the scope of this brief, since such an argument would require a considerable amount of time and space to be properly examined. Instead, we hope, in these few lines, to bring to the attention of the members of the Canadian Parliament's Special Joint Committee on Immigration a few reflections of a personal nature on the subject.

2. The first thing that strikes the attentive observer in connection with Canada's immigration policy, is its lack of unity, which

means that a single authority handles matters, within its own sphere of competence, or several authorities each one separately, within its own sphere of competence. This is indeed regrettable and particularly unfortunate for immigrants, whose arrival in this country represents a major venture, often a tragic one, at least at first. If it is true that the Canadian constitution, or at least what is generally considered our constitution, i.e. the British North America Act, has divided sovereignty between two levels of authority, the federal and the provincial, it is also true that competence in the field of immigration was not divided between the two authorities. Immigration was made a matter for competition but with the federal government enjoying precedence. This precedence should have been interpreted as indicating a need for unitary policy in this matter, but it appeared preferable to interpret it as liberally as was possible, i.e. considering immigration as being divided in practice between the two powers, the provincial government being forbidden to pass legislation incompatible with federal law on this subject. No attention was given to any precise definition of the adjective "incompatible". In practice, this means that the federal government has handled recruitment and admission, while the provincial government has dealt with integration, with, of course, several exceptions, depending on the cases and the circumstances.

3. Immigration, which involves both recruitment and integration, has thus been divided between the two sovereign authorities of Canada, with negative consequences for both Canada and the provinces and for immigrants. In particular, this situation has given rise to a certain particularly hypocritical immigration policy, with the federal government claiming to be interested solely in recruitment, because of our constitutional position, and the provincial government appearing interested in integration under certain conditions. It is immigrants in particular who have suffered for this, but long-established Canadians have too, for this has created an uncomfortable social climate. Immigration should remain a unitary phenomenon, in the interest of one and all. Moreover, this seems to be the direction in which it is evolving. A recent example was provided by the present federal minister of Immigration and the premier of Quebec, who met to discuss this question recently. This is a very good sign.

Now we can only hope that this policy of mutual co-operation between the country's sovereign authorities will continue and grow and even become more general and more permanent in this field.

4. In order that this policy of co-operation between Canada's sovereign authorities, in the field of immigration, many become permanent and general, I venture to suggest the following possible solution:

"That the ministers responsible for immigration, both federal and provincial, set up between themselves an Inter-Canadian Immigration Council, whose aim would be to co-ordinate a unitary immigration policy in this country. That this Council meet at least four times each year. That the Council be assisted by an Inter-Canadian Immigration Commission, made up of ten experts from each sovereign authority, and named by the ministers responsible individually, the aim of this Commission being to advise the said Council in technical matters. That this Commission form and meet in specialized Committees or in plenary session as often as necessary."

I feel that a Council of this kind, assisted by a Commission of this kind, could be the fundamental instrument for achieving unitary immigration policy in this country. In this way, federal and provincial laws and regulations would be or could be harmoniously complementary in this field. In this way too, professional and trade corporations and the various private or public bodies could be encouraged to conform to a certain unitary immigration policy, even before recruitment takes place. For it is unfortunate to note that recruitment, in the present situation, allows the immigrant nothing more than the chance to come to this country, without any possibility, either immediate or distant, of integrating with the social or professional environment which he chooses or is obliged to choose, because of certain conditions. If there are no ministers responsible for immigration in certain provinces, at the time of the possible formation of this Council, the premier of the province concerned can play this role in the interim. The experts could also be representatives of ethnic groups, but on an individual basis and always as experts. We must avoid excessive interference by the ethnic groups in Canada's immigration policy. However, they might well be represented in some way, so as not to lose contact with the ethnic fact in this country.

5. What might be the functional criteria of a functionally unitary immigration policy in this country? Here again, it would take too much space and time to answer this question fully. Let me simply emphasize, in these few lines, that this policy should take into account the economic and cultural interests of Canada, and, more particularly, the cultural interests of the country's two founding nations, but it should also consider the economic, cultural and sociological interests of the immigrants. Let me explain: from the economic point of view, is it true that Canada needs trained immigrants? Is it possible that trained immigrants will come to Canada? If Canada does not have a modern immigration policy, if there is no effective co-operation between the federal and provincial level (and thus certain professional and trade corporations), is there not a contradiction, and an important contradiction, in the desire to attract trained immigrants? But then, does Canada really need trained immigrants? Obviously, all these questions, and others as well, will have to be considered. The fact, for example, that the present federal department of Immigration is associated with that of Manpower is a very good sign in this matter. From the cultural point of view, we must make every effort to see that Canada's immigration policy is not a factor in upsetting the cultural balance of the country. But we must also make the authorities involved aware that this imbalance cannot be avoided by bringing in or refusing certain immigrants, but rather by co-ordinating the recruitment and integration of immigrants and by promoting a truly effective local immigration policy. The crucial moment for the immigrant occurs in this regard when he decides to live in a certain area, in a certain province, and not before. From the sociological point of view, it seems to me that the immigrant should be allowed to have as many of his relatives as possible join him as soon as possible. The first years are the most painful for the immigrant, and the presence of members of his family can certainly facilitate his gradual integration in this country. Lastly, we must encourage in ever more concrete ways the cultural development of the particular characteristics of our ethnic groups, so that their varied and extremely precious cultural contributions may help Canadians to participate in the spiritual universalism which is both necessary and essential to the country's existence.

6. I hope that this brief outline and these few remarks will find a favorable reception with the members of the special Committee. I feel most sincerely that we need a unitary immigration policy in Canada, if immigration is to play a truly functional role. If this should prove impossible, well, that would be further evidence of this country's lack of unity. In such a case, we should have the courage to forbid immigration, for this lack of

unity in the country has had disastrous results for immigrants. Yet Canada still needs immigration and immigrants. Canada is a vast country, where there is room for everyone. But let us bring in those who want to come, not those whose coming would suit us. Why are there five Canadian immigration offices in Germany and only two in Italy?

GIUSEPPE TURI, Apt. 18; 3440 Peel Street; Montreal 2; telephone: 845-2678

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

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LÉON-J. RAYMOND,
The Clerk of the House.

C-11111
P-11111

HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
1966-67

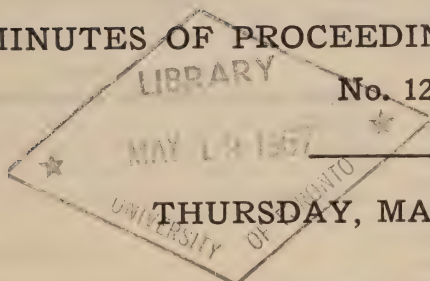
THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON
IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE



THURSDAY, MARCH 2, 1967

WITNESSES:

From the Canadian Labour Congress: Messrs. Claude Jodoin, John Fryer, A. Andras and Davis Coupland.

From the Canadian Welfare Council: Dr. Joseph Kage, Misses Edith Ferguson, Gertrude Notebaert and Mr. Ruben C. Baetz.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

Baird	Fournier (<i>Madawaska- Restigouche</i>)	Macnaughton
Cameron	Hastings	Nichol
Croll	Hnatyshyn	Pearson
Desruisseaux		Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken	Mr. Dinsdale	Mr. Pelletier
Mr. Badanai	Mr. Enns	Mr. Prud'homme
Mr. Baldwin	Mr. Haidasz	Mr. Régimbal
Mr. Bell (<i>Carleton</i>)	Mr. Laprise	Mr. Roxburgh
Mr. Blouin	Mr. Macaluso	Mr. Skoreyko
Mr. Brewin	Mr. Munro	Mr. Ryan
Mr. Crossman	Mr. Nasserden	Mr. Watson (<i>Châteauguay- Huntingdon- Laprairie</i>)—24.
Mr. Deachman	Mr. Orlikow	

(Quorum 12)

Maxime Guitard,
Clerk of the Special Joint Committee.

MINUTES OF PROCEEDINGS

Thursday, March 2, 1967.

(24)

The Special Joint Committee of the Senate and House of Commons on Immigration met at 11.15 a.m. this day. The Chairman of the Senate's section, Hon. Senator Langlois, presided.

Members present:

Representing the Senate: Honourable Senators: Cameron, Desruisseaux, Langlois, Nichol—(4).

Representing the House of Commons: Messrs. Bell (Carleton), Brewin, Dinsdale, Haidasz, Klein, Laprise, Nasserden, Pelletier, Régimbal—(9).

In attendance: From the Canadian Labour Congress: Messrs. Claude Jodoin, John Fryer, A. Andras, Davis Coupland.

The Chairman opened the meeting and invited Mr. Jodoin to introduce the members of his delegation before presenting a summary of his brief. He was assisted by his colleagues delegates.

The examination of the witnesses being completed, the Chairman thanked Messrs. Jodoin, Fryer, Andras and Coupland who retired.

The Committee agreed unanimously to have printed as an Appendix to this day's Minutes of Proceedings and Evidence a table entitled "Sampling of Educational Levels of Immigrant Workers (30,227 cases)—January-June 1966".

(See Appendix S)

At 1.05 p.m. the Committee adjourned until 3.30 o'clock in the afternoon.

AFTERNOON SITTING

(25)

The Special Joint Committee of the Senate and of the House of Commons on Immigration reconvened at 3.30 o'clock this afternoon. The Chairman of the Senate's section, Hon. Senator Langlois, presided.

Members present:

Representing the Senate: Honourable Senators: Cameron, Hastings, Langlois, Pearson—(4).

Representing the House of Commons: Messrs. Badanai, Dinsdale, Enns, Nasserden, Pelletier, Prud'homme, Régimbal, Roxburgh, Ryan—(9).

Also present: Messrs. Muir (Lisgar), Reid.

In attendance: From the Canadian Labour Congress: The same as at this morning's sitting.

From the Canadian Welfare Council: Dr. Joseph Kage, Misses Edith Ferguson, Gertrude Notebaert and Mr. Ruben C. Baetz.

The Chairman opened the meeting and invited the Committee to resume its examination of the representatives of the Canadian Labour Congress.

The Committee having completed its examination of the witnesses, the Chairman thanked them and they retired. It was agreed unanimously to have the brief presented by the Canadian Labour Congress printed as an Appendix to this day's Minutes of Proceedings and Evidence.

(See Appendix T).

The second delegation to be called upon was from the Canadian Welfare Council. The spokesman of the group was Dr. Kage who read his brief. He was assisted by the other members of his delegation. The House division bells calling the members, the Committee adjourned at 4.45 p.m. until 8.00 o'clock this evening.

EVENING SITTING

(26)

The Special Joint Committee of the Senate and of the House of Commons on Immigration reassembled at 8.15 o'clock this evening. The Chairman of the Senate's section, Hon. Senator Langlois, presided.

Members present:

Representing the Senate: Honourable Senators: Desruisseaux, Hastings, Langlois—(3).

Representing the House of Commons: Messrs. Aiken, Badanai, Bell (*Carleton*), Dinsdale, Klein, Nasserden—(6).

In attendance: From the Canadian Welfare Council: The same as at this afternoon's sitting.

The Chairman opened the meeting. The Committee began its examination of the witnesses.

The Committee having completed its examination, the Chairman thanked Misses Ferguson and Notebaert, Dr. Kage and Mr. Baetz who retired.

The Committee decided unanimously that the brief presented by the Canadian Welfare Council be printed as an appendix to this day's Minutes of Proceedings and Evidence.

(*See Appendix U*)

At 9.36 o'clock p.m. the Committee adjourned to the call of the Chair.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Thursday, March 2, 1967.

The Joint Chairman Senator Langlois: I call the meeting to order. First of all, gentlemen, I would like to apologize for not having been present with you in Montreal last week. I have a very good excuse. I was snow-bound in the province of New Brunswick, unable to get out on account of the storm. I like New Brunswick but I would have preferred to be in Montreal with you on that occasion.

This morning we have as the first item of business the submission of the Canadian Labour Congress. We have here with us Mr. Claude Jodoin the President, with his associates, and I would...

Yes Mr. Brewin?

Mr. Brewin: This is a very small point, Mr. Chairman. In the minutes of the proceedings on December 6, No. 3 at page 98, Mr. Kent, who was then giving evidence, made reference to various statistical tables which they had available on sponsored and non-sponsored immigrants. Mr. Orlikow, my colleague, has obtained a copy of these statistics which comprise about six or seven pages. They are extremely interesting and valuable, and I would like to suggest, if there is no objection, that they be incorporated in, and printed as an appendix to, the minutes of today's proceedings. They contain information which will be very relevant to our discussions.

The Joint Chairman Senator Langlois: Is this by unanimous consent?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: Now I will call on Mr. Jodoin to introduce his associates.

• (11:16 a.m.)

(Translation)

Mr. Claude Jodoin (President, Canadian Labour Congress): Thank you, Mr. Chairman, for introducing me. First of all, I should like to introduce my colleagues. To my right, Mr. Andy Andras, Director of the Legislative Service of the Canadian Labour Congress, my colleague here on my left, Mr. John Fryer, Director of Research for our Union Centre

and Mr. Davis Coupland, Assistant Legal Officer for the Congress.

(English)

—Now, Mr. Chairman, you will have received our brief to the Committee. I am certain that, as usual, all the Members of the Committee will have done their homework. It is perhaps a rather lengthy document, but this is an important subject. If my memory serves me aright it was sent to the Committee on or about January 30. I do not know which procedure you wish to follow, but I presume that the Committee may not be interested in having the whole document read. I would like to be guided by you on the procedure that you wish to follow.

The Joint Chairman Senator Langlois: Mr. Jodoin, I think the Committee would appreciate it, if you would briefly summarize the contents of your submission, and then questions would be put to you and to your associates.

Mr. Jodoin: Well I could do that very briefly if it is your desire, sir.

I would generalize by saying that Canada's immigration policy must be closely tied to general economic planning, as far as we are concerned, and we also wish to indicate that the Canadian Labour Congress, as such, has never opposed immigration itself. It has recognized the contribution which immigrants have made to Canada and has assumed that immigration was necessary for continued economic development.

At the same time, however, we express our apprehension regarding an immigration policy which would ignore economic circumstances and which permitted and even encouraged immigration at a time, as in the past, when the economy was slack and a large number of Canadians were unemployed. It would be idle to deny that many Canadian workers still share this fear.

Any long-term commitment to immigration must carry with it an undertaking to maintain a high level of economic activity associated with expanding job opportunities. Immigration, in our estimation, cannot be

separated from economic planning—and I underline that—in general. Governmental measures which will stimulate and maintain a buoyant and full employment economy are also likely to make possible a steady flow of immigration, since there will be room for their absorption in the economy.

We are completely in favour of the admission on humane grounds of some categories of immigrants who would be unable to meet ordinary standards. Canada's attitude should be generous rather than niggardly, as we suggest. There are circumstances, as you very well know, Mr. Chairman, whether they be for political or religious persecutions, or for economic reasons in certain times, where we should take a long view of this matter and see what can be done to help human beings, generally speaking.

We wish, of course, to point out that the government White Paper on Immigration fails, at least in our estimation, to indicate what volume is being aimed for, what skill categories would be sought, in both the short and long hauls, or what projections have been prepared on which to base such decisions.

Dealing with non-sponsored immigrants, you will certainly have noted that we suggest that frustrations might be experienced and other policies contradicted if an excessive emphasis were placed on attracting skilled workers, and if there was failure to accept workers capable of being trained in Canada.

To a very considerable degree Canadian employers have enjoyed a subsidy at the expense of their counterparts in Europe and elsewhere. To the extent that skilled workers were encouraged to migrate to Canada and to find employment here Canadian employers have obtained a ready supply of already trained workers whose training has occurred elsewhere at someone else's expense. The result has been a very considerable disinclination on the part of Canadian employers to engage in on-the-job and what we call in-plant training which has been a characteristic of other industrialized countries. We say that although the government was declaring its intentions to wipe out discriminatory restrictions, it was, in effect, applying such restrictions though its emphasis was on education and skill.

Now, the White Paper, Mr. Chairman, with its emphasis on skill and education, raises some questions about the future prospects of these sponsored immigrants. We have pointed out that although it is entirely possible to eliminate irrational forms of discrimination

from legislation, as the White Paper proposes to do, it is still possible to discriminate by setting standards which automatically erect barriers to admission to Canada. The educational requirements and the emphasis on skill are such barriers; and so is the emphasis on literacy—

(Translation)

Mr. Chairman, Senator Langlois, honourable members of the Committee, we, in any case, have expressed our concern with regard to the case of certain sponsored immigrants. We consider that the White Paper proposes to impose certain restrictions based on certain apprehensions which past experience has proved justified. Mass hiring of newly arrived immigrants in the various services of restaurants, hospitals and hotels, not only prove that practically illiterate and unskilled immigrants can find a place in the Canadian economy, but also that we need them to carry out these tasks which native born or already established immigrants refuse to perform because of their better training. In planning general policy with regard to immigration, consideration should be given to such questions as housing and the social security system in Canada as compares with the situation in other countries.

With all due deference, Mr. Chairman, and to sum up our brief which has gone into a great deal of detail, I should like to say that it is my feeling that the few remarks which I have just made cover at least in part all the main points which we have submitted to the attention of your Committee.

The Joint Chairman Senator Langlois: Mr. Jodoin, on behalf of the members of the Committee, I wish to thank you for your very concise summary of your brief.

(English)

Now, gentlemen, for clarification purposes, I would ask you to put any questions which you want to Mr. Jodoin and his associates.

(Translation)

Mr. Jodoin, would you like to carry on alone or would you like one of your associates to replace you? You are absolutely at liberty to continue by yourself.

Mr. Jodoin: Thank you, you are very kind.

(English)

The Joint Chairman Senator Langlois: Mr. Nasserden?

Mr. Nasserden: Well, Mr. Chairman, it is a very interesting brief.

• (11:25 a.m.)

On page 4 you say:

It is well to point out that nowhere in the White Paper is there any indication of what volume of immigration the government considers it necessary to aim for.

And then you say that such a statement should be made somewhere.

What is the view of the Canadian Labour Congress on the number of people that Canada could take in in any one year, and probably you could also elaborate on what skills you consider are essential to be brought to Canada.

Mr. Jodoin: As a matter of fact, very recently, and not for publication, the question has been discussed by the Economic Council of Canada. I have no comments to make at this stage on what they figure for the future, but on the detailed part of what we, as a national labour centre, think on the situation, I would like to call upon Mr. John Fryer, our research director, to give the explanations.

Mr. John Fryer (Director of Research Services, the Canadian Labour Congress): I think what we mean in that first and second sentence of point 8 on page 4 is that if the government is planning a new immigration policy, or changes in its present policy, then presumably it would have in mind the number of new immigrants that the Canadian economy would be able to absorb over a period of time. We feel that this is important, and we bring this point out elsewhere in the brief, inasmuch as we need to relate immigration policy to over-all economic planning and economic growth.

Our position is that there is not very much sense in bringing immigrants to Canada if there are no acceptable jobs for them once they arrive. Presumably immigration is one of the components in the anticipated increases in the Canadian labour force. We will need to plan the economy and will need to generate that degree of economic growth in Canada that will provide job opportunities for this ever-increasing labour force.

What we are suggesting, therefore, is that we should have some estimate, or that the Department of Manpower and Immigration should have made some estimate, of what component in our increasing labour force will be accounted for by immigration; and also that they should have some estimate, or some

notion, of what growth in the labour force we will be able to create sufficient employment opportunities for in the years ahead. We do not have a fixed figure in mind on this, but we say that if immigration is considered as part of the growth of the labour force, and if we consider the task of economic policy to provide employment opportunities for a growing labour force, then we should have some idea of what part of our labour force is going to be made up by immigration and what by natural increase.

Mr. Nasserden: Mr. Chairman, the Canadian Labour Congress has 1,300,000 members. I think it is generally regarded as the largest labour organization in Canada.

Mr. Jodoin: I hope so.

Mr. Nasserden: I would have hoped that in asking the Committee to delve into this matter to try to set a target you would be able to give us some kind of estimate of what you believe would be the realistic number of people that could be added to the labour force in Canada per year, over a period of years?

Mr. Fryer: The number of people that we can absorb in Canada, both from natural increase, in terms of absorbing into the labour market, and from immigration, surely depends on the state of the economy at a given time. If we can generate enough economic growth in this country to absorb 300,000 immigrants a year, that is fine. If we can generate only enough economic activity to provide employment opportunity for 50,000 immigrants a year, that is different again.

The degree of immigration in terms of the creation of employment opportunities, we suggest, is directly related to the success, or lack of success, with which our economy is planned and the way in which our economy grows in the years ahead. If we have a rapidly expanding economy, then we can afford to absorb larger numbers of immigrants than we can if the economy is stagnating and not growing, or growing at a less rapid rate.

It is very difficult, I would submit, to make realistic estimates of what the state of the economy is likely to be ten or fifteen years from now.

Mr. Nasserden: Why do you not stick your neck out just a little bit? After all, you are a powerful labour organization you have some ideas on this subject.

Mr. Jodoin: I would like to indicate to you, sir—and this I can quote Mr. Klein—that the

Economic Council itself made an attempt at that in one of its reports up to 1970, as you very well know. They were low on their estimate.

As I have said, we discussed it recently. It is more a kind of a guessing game; but I think that the manpower department—and that is joint immigration and labour and so forth—would make attempts themselves, too, much as the Economic Council is trying to do.

It depends on so many things. We indicate here, for instance, that we are looking on the humane side. Let us suppose that there is another situation as in Hungary. It depends in many instances on what the economies are in certain countries.

Why do people emigrate? I hope—I am sure—God willing, that I will never have even to think about leaving Canada; but so far as I am concerned, what would be it be? Would it be, as I indicated a short little while ago, because of political, religious or ethnical persecution? There are all kinds of things. There is the economy. This is one thing. There are some—and I am glad to say this—that come to Canada strictly on a voluntary basis and not because they cannot get a good situation in their own country but because of their desires. They are also very welcome.

Anyone around this table, even the Department with all its data—which I hope eventually we will get—and I am pointing to the immigration and manpower—would surely question sticking their neck out. You know we do not hesitate, Mr. Member, on matters of principle, but we would not like to be firm and say that in 1980, for instance, there will be 200,000 more in Canada. It depends on so many things.

Of course, we also have in mind the Canadian citizenry itself in the work force. As we indicated, they should have in-plant training and the opportunity to better themselves, too. This has to be studied on a general basis; but guessing—well, your guess would be as good as mine.

It is a question of planning. You do not have enough data on that. I know that the policy seems to be, should I say, liberalized—with a small “l”; I am not playing politics; I am just using the term as in the dictionary. We will see what we will see, but what we are concerned with is especially on the part that planning plays. If it is guessing, that is fine. You say 150,000 and I will say 175,000.

Mr. Nasserden: The reason I ask the question is that you say that our Committee

should seek the answer to this problem. You are the largest labour organization in Canada. I will put the question in a little different way, perhaps you can give me an answer that will give us some information. What would you consider percentage-wise to be the minimum number that can safely be absorbed into the labour force on a yearly basis over a long term period.

Mr. Andras (Director of Legislation Department, Canadian Labour Congress): I will not venture to answer the question in the form in which it was put. We simply do not have, as a trade union centre, the kind of information that is available only to government, and therefore it is not possible for us to make the kind of projections that government can make.

I would simply draw your attention to the fluctuations in immigration in the last twelve years.

I have in my hand here statistics on immigration, sponsored and un-sponsored, from 1955 to 1966, inclusive. Just looking quickly at it, in 1961 we had a relatively low rate: we got about 70,000 immigrants; in 1957 we got 282,000; in 1966 we had about 193,000. All in all, from 1946 to 1966, inclusive, we had, in round figures, 2,700,000. The one significant fact in this is that we have assimilated that intake of immigrants. Not all of them, obviously, entered the labour force: some were children, some were housewives and some were elderly people; but the fact of the matter is that even in times of relative recession, which we had in the post war years, we were able to absorb the number that came in.

We know one other thing: So far as we can see our rate of natural increase is going down—for various reasons our birth rate is decreasing—so that if we were to rely on natural increase alone and if we had an active economy—a buoyant economy—we would run into difficulty. I believe my colleague, Mr. Fryer will deal with this in greater detail. It would appear therefore that if the current figures that we have are accurate for the future—that is about birth rate—then we will have to look to immigration to replenish our labour force.

Of course, there are so many variables involved that it is impossible for us to give you a specific figure. All we can say, I think—and we can say it safely—is that there is room in the future for immigrants to come to Canada. Our concern here is in terms of the standards, or the criteria, that the White Paper is trying

to establish for the kind of people to be admitted.

Mr. Nasserden: I think that most of the Committee members would agree with you on that, too. I will ask another question. If you want to answer it, it will be all right; if you do not want to, it will be all right, too.

Do you think that in the past year the Canadian economy could have accommodated more immigrants than we had without any serious consequences to the labour force of the country?

Mr. Andras: Last year (1966) was a relatively good year for the Canadian economy: it was one of the best we have had in the post war period. We did take in a relatively high number—as a matter of fact, 193,000 in round figures—and our rate of unemployment last year was relatively low; so that the answer there would seem to be in the affirmative.

The problems that we are trying to point out in this brief are not only of absorption into the labour force, but of absorption into the community as a whole.

At the present time we are going through a rather severe shortage in housing. We have not only to bring them into Canada, but we have to settle them. Typically they come into major metropolitan centres, and this is precisely where we are encountering difficulties in finding suitable housing for anyone, whether they are native born, naturalized, or newly arrived. Therefore, in thinking in terms of immigrants we cannot isolate the immigrant purely as an entrant to the labour force; we have to think of him typically as a breadwinner who is likely to have dependents coming with him. We must think in terms of family units, rather than individuals.

Mr. Nasserden: Thank you very much. I will leave the other questions to other members.

Senator Desruisseaux: Generally speaking, is not always—there are different philosophies on the economy. There have been some exponents of the theory that immigration does not hurt the economy in general and that unemployment does not change anything, as a whole. In fact, some of these exponents have been saying that it would help. We have had the other presentations to the effect that in the economy, in a time of, let us say, greater unemployment, the brakes should be applied.

This is a very "touchy" area, but I think it is extremely necessary that organizations

such as yours, with the importance that you have and the knowledge that you have acquired through your economic department, expand fully on this. Could we have an expansion of your views?

Mr. Andras: The point of view which you have expressed, not necessarily on your own behalf but as a philosophy on immigration, says that immigration *per se* is a desirable thing. We cannot subscribe to such an absolute statement. If, theoretically, every immigrant entering Canada were to come in with ten thousand dollars in cash and immediately begin to spend it or, say, to invest in business, or in some other way, then thus, if you had one or two hundred thousand such immigrants they would be bringing in a great deal of money; and if they put it into circulation this would benefit the economy. Presumably this would be a good thing. If, instead of this, you had two hundred thousand immigrants at a time of high unemployment, and if all of these immigrants were competing in the labour market with unemployed Canadians, this, we think, would not be beneficial to Canada.

In our submission to you we point out that population *per se* is not necessarily the road to prosperity, because if it were the richest countries in the world would be India and China, and I would argue that they are not. As a matter of fact, Mr. Chairman, I was just reading last night that our gross national product in Canada, with our relatively small population of twenty million, is approximately the same as that of China with about 600 million people, if I recall it correctly. Therefore, it is not just population that matters; it is the kind economy you have, how actively the economy is engaged in producing goods and services and on how equitably the fruits of that economy are distributed among the population.

We set our goals not merely at gaining new people, although we do agree that Canada can have more than twenty million people. What we are saying is that we must have a full-employment economy, because with such an economy, with expanding productivity and a rising living standard we can bring more people into Canada to share with us the process of producing wealth, and, of course, to share with us the fruits of that wealth.

Senator Desruisseaux: To what extent do you feel it is safe to go along with expansion of immigration, taking into consideration that recessions are not usually long in time although unemployment, of course, goes up

considerably. Would you care to venture opinions about the times at which the brakes should be applied?

Mr. Andras: The whole problem is raised by the White Paper itself. The White Paper has said that historically in Canada we have used the water tap system. When times are good we turn on the tap and let the immigrants come in, so that one year we have 200 thousand, for example; next year we hit a depression so we either turn off the tap or let it trickle: we reduce the 200 thousand to 50 thousand.

We agree with the White Paper that the water tap approach is not a desirable one; it is not good for Canada, and it is not good as a program for recruitment of immigrants, because emigrants who want to emigrate want to go to a country that is not turning on the tap in 1967 and then turning it off in 1968. They will become frightened at the prospect if they see how we behave, because it is a reflection of the kind of economy we administer. Our feeling is—and I will defer to my colleague on this; he can amplify it—that it is possible to attain and maintain a full-employment economy because we have the sophisticated economic devices to accomplish this in Canada. The Economic Council of Canada has said so; we support its viewpoint on it.

We therefore do not want to go back to water taps; we simply want a full-employment economy which is open to definition by competent economists, including my good friend and colleague to my left; and we think that if we achieve that target, then we can establish a long term immigration goal.

Whatever figure that is going to be, it is obviously going to fluctuate because immigration is not completely in our own hands. If there is full employment in Sweden, for example, there is less likelihood that Swedish workers or businessmen are going to come to Canada because they are making a good living at home. It is not a monopoly on our part to determine who the immigrants are going to be or where they are coming from and how many. All we can do, is to create an environment so attractive that if we open our doors people will run to come to Canada. This is what we think should be the situation through economic and other factors that are within our own control.

Mr. Fryer: I do not know if this is a constructive addition at all, but I just wanted to emphasize the point that Mr. Andras has made, that we believe that it is possible to

have an economy that operates at virtually full levels of employment at all times in Canada. We feel that if the opportunities that are at our disposal are used intelligently the days of the ups and downs in the business cycle can, thankfully, be over. Whether or not they will be used is another matter, but we feel that the body of knowledge exists. As I said earlier if you have an expanding economy there is virtually no limit to the number of immigrants that you can absorb, provided the economy is growing rapidly enough; and then we would need to talk about gearing the absorption rate of the immigrants to the level of economic growth; but it would be an increasing number I think.

Senator Desruisseaux: But generally speaking, when we are in a period of high prosperity, if you look around at the other nations they are also high. It is still difficult to get what we want if we are at a very high degree of prosperity unless we can find other ways of attracting them.

Mr. Fryer: Yes; well, all the western economies have been doing very well in the most recent period, and as Mr. Andras said when there is full employment at home there is less of an incentive to leave and go somewhere else, even if there is full employment in the new country.

Of course, this emphasizes the other aspects of the Manpower and Immigration Department and that is, of course, the manpower programs aimed at Canadian workers. We are emphasizing the need there to upgrade the skills of Canadian workers to fill these vacancies which quite obviously exist for skilled workers and which traditionally we have filled by immigration from Europe; and this, we suggest, is a source that appears to be drying up because just as we have found that it is possible to have prosperity on a fairly continuous basis, we do not have a copyright on it, and the European nations have discovered the same thing. Therefore, the supply of skilled workers is likely to become less in the future, making it all the more important for us to do something about upgrading the skills of native born Canadian workers or of newly arrived immigrants who are not skilled but who have the potential to become skilled.

Senator Desruisseaux: Now, in certain fields, such as mining, we have had representation to the Committee about the hardship in finding the necessary labour to work in the mines. It was represented that even in the

case of Cape Breton, where miners are unemployed, it was hard to obtain them from that area. Even in times of depression these certain areas would remain in a somewhat unfavourable situation, would they not? Would you agree to that?

The Joint Chairman Senator Langlois: Yes, Senator Desruisseaux; but I should point out that these representations were directed to underground mining only; not open-pit mining.

Senator Desruisseaux: Yes, that is true. I am sorry. Yes; underground mining.

Mr. Andras: Well, you have mentioned mining as a general condition. You actually have to distinguish between two types of mining, at least. I do not mean underground versus pit. I am talking about coal mining versus hard-rock mining.

You mentioned the Cape Breton miners, for example. The Cape Breton miners are working in an industry which is dying on its feet, as it were. They are in an area in which there is very little alternative employment, and there are very strong sociological and other reasons which have made miners stay with their coal mines. They do not engage in very much mobility. This is an old, old tradition which exists in all countries in the world where you have coal miners. It is part of the tradition of that industry; and to satisfy the Cape Breton miner it is not enough to offer him a job in Northern Ontario in hard rock mining. What you need for him is work right in Cape Breton near Sydney, or wherever it is that he happens to work. They have run into this problem in Wales for example, and in Belgium, and in Germany, where the coal mines are all sick industries but in terms of hardrock mining there is, apparently, so the Mining Association says, a shortage of people who are willing to enter the mines.

Now, they assert that the way to meet that problem is to open the doors to would-be hardrock miners from abroad and in the issue of February 25, of the *Financial Post* there is a reproduction of an annual speech made by Mr. Kirkpatrick of Cominco—Consolidated Mining and Smelting—where he makes precisely this statement.

Now, there are two aspects of that. One is the fact that there is traditionally a reluctance on the part of people to enter a field where the living is isolated and where the work is hard and dirty, if you can get other work. Native-born Canadians with the requisite skills and education would rather work

in Toronto than up in Noranda. Traditionally the hard rock mining industry has looked to immigrants.

There is another factor and I think this needs to be mentioned because I do not think Mr. Kirkpatrick touches on it, and that is the unwillingness of the mining industry to pay the rate for the job high enough to attract native Canadians or naturalized Canadians to go away from the metropolitan centres to work in the isolated areas, particularly in the far North.

Mr. Jodoin: And other facilities—home, housing and families.

Mr. Andras: That is right; there is the question of social amenities. People who are brought up in the south in places like Montreal or Toronto, or even Ottawa and Hamilton which are much smaller, are reluctant to move away from these areas to go into the pioneering districts.

Mr. Klein: May I ask a supplementary question? Why is the mining industry in Cape Breton and Nova Scotia dying?

Mr. Andras: I will leave that to my colleague.

Mr. Fryer: Nobody uses coal any more. That is basically the reason. Coal is being overtaken by other fuels, or natural gas. Therefore there is no longer a market for coal and no market for the labour, which is mainly digging.

(Translation)

The Joint Chairman Senator Langlois: Have you any other questions, Senator Desruisseaux?

Senator Desruisseaux: Yes, I do.

On page 17 in paragraph 31, I have noticed with some satisfaction that you mention that you approve of loans to unsponsored immigrants. Do you have any ideas on how these loans could be set up in a practical and constructive way, or do you have a general view on them?

Mr. Andras: Well, actually, it was a general view. If you want specific suggestions, presumably one way of making these loans available is to make the fact that loans are available known to the would be immigrants in the countries where we have immigration officers and from which we are trying to attract immigrants. If, as the White Paper says, we are anxious to get skilled immigrants as you know, our brief questions this to some extent;

but let us assume that this is an absolutely sound policy and that we want skilled, well-educated people from wherever we can get them—if we are anxious enough to get them we should make the fact of loans known to the countries in which we have our immigration offices; and naturally we must have the machinery here in Canada to make the loan available without very much complexity, or too many regulations, too many forms to fill, and too many signatures to obtain. It is a question of availability of funds and ease of administration.

Senator Desruisseaux: It is really a matter for the Immigration Department and government policy.

On page 18, you say:

We are wholeheartedly in agreement with the need to establish consultative machinery as outlined in paragraph 104. We urge that such machinery should provide for consultation with various organizations and institutions in Canada which have a legitimate interest in immigration and its various aspects.

I gather, and I assume, that you would consider the CLC as one—

Mr. Jodoin: Not exclusively.

Mr. Andras: We would expect to see agricultural organizations, welfare organizations, the ethnic organizations from which so many of our immigrants are being sponsored at the present time, and so on. There are quite a number of different kinds of institutions in Canada, which have a direct interest in immigration and the kind of immigrants that are being brought in; They have an experience with immigration. I would include the churches, for that matter; they should be represented on any citizens advisory committees that are established.

Mr. Jodoin: I might even add to that, Senator, that we do not mind employee representation either.

Senator Desruisseaux: That you do not mind—

Mr. Jodoin: We do not mind employee representation there either, on a consultative committee.

Senator Desruisseaux: Well, that is good. That makes it unanimous.

Mr. Régimbal: Mr. Chairman, in spite of the fact that Mr. Andras mentions that the CLC does not believe too much in the open/

close tap theory, some mention has been made in several instances in the brief, and by Mr. Jodoin this morning, that caution has to be exercised. They insist on it, particularly on page 18, paragraph 32.

I was wondering if the caution which you suggest would apply equally to sponsored as well as unsponsored immigrants.

Mr. Andras: I do not think that in our note on caution we were concerned about making that distinction. Both the sponsored and the unsponsored enter the labour market. We are talking, of course, of the adults capable of entering the market.

We know from previous experience, observing the economy over a long period of time, that there are periods of very high unemployment, and it really does not make any difference whether they are sponsored or unsponsored if they come into a stagnant economy and end up merely by being part of a labour pool, or competitors for scarce job opportunities.

Mr. Régimbal: But in the case of the sponsored immigrants do you not feel that there is an immediate tie-in with humanitarian considerations, which you underline, and which might have in many cases an overbearing effect; because immediately you are talking in terms of restricted numbers, in any event, and the sponsor would hesitate really to insist on bringing an immigrant in at that time, so that that situation might take care of itself. This might be something that could be thought of in immigration policies in times of stress.

Mr. Andras: Well, I think that in bad times anyone who has landed will think twice about bringing in people.

Mr. Régimbal: So that you would be concerned more by humanitarian considerations than anything else?

Mr. Andras: Well, the problem here is that if we are going to engage in any kind of immigration on a relatively large scale then we have some responsibility to ourselves and to the would-be immigrants to provide an environment in which they can make a living. We have to make the necessary projections.

We should not place either ourselves, as a country, or the immigrants, as people, in a situation where we bring them in on a promise of: "This is a good land to live in"—which I think it is—and then six months,

or a year, or two years after they have arrived, have them find themselves on the welfare rolls. We simply have to—

Mr. Régimbal: It has been established, though, that these welfare rolls are not particularly padded by immigrants.

Mr. Andras: No, sir; but the unemployment insurance claimants rolls can be padded—not padded; I do not like the word “padded”—but the claimants that are on benefit have included a relatively large number of people of recent arrival into Canada. They would be low on the seniority list, for example. They would be the first to be laid off; and they will be the least acquainted with our ways. For many reasons they would suffer from unemployment sooner than native Canadians.

Mr. Régimbal: So that you make no distinction in your recommendation whatsoever.

Mr. Andras: Well, I think—how shall I put it—that the controls, as you yourself suggest, will be partly automatic; but I think that once you begin to check immigration the checking begins with the unsponsored, because there you have absolute control. The White Paper itself contemplates some checking insofar as the sponsors are concerned at paragraph 47(c) if I remember correctly, where five years' residence and citizenship would be required before any Canadian citizen would be able to bring in under sponsorship four categories of would-be immigrants. Now, we have not found this wholly acceptable; we objected to the double qualification. But we do recognize the possible need for some kind of control in that respect in terms of time.

Mr. Régimbal: Have you been able to establish by your research approximately what proportion of our skilled market is being filled by skilled immigrants?

Mr. Fryer: I do not have that information readily available.

Mr. Régimbal: Would you feel that we were talking of a relatively small percentage?

Mr. Fryer: Well, it is a relative term. It all depends on what you call substantial. I would venture a wild guess that is probably in the order of ten to twenty per cent, at any rate.

Mr. Régimbal: The twenty would more than likely be on the high side.

Mr. Fryer: On the high side, yes.

Mr. Régimbal: It would probably be closer to ten?

Mr. Fryer: If it is ten to twenty is 15 per cent high or low?

Mr. Régimbal: It all depends on the point of view.

Mr. Fryer: It is nevertheless significant. Whatever the percentage figure is I think nevertheless that it is a significant contribution to our skilled manpower.

Mr. Régimbal: But when you are talking in terms of we will say, 15 per cent of the overall demand for skilled tradesmen and when you say that employers are being subsidized and that they are at the point where they can ignore in plant training because of our immigration policy, I just question how strong a statement that is in relation to the facts.

Mr. Andras: I think it is an appropriate statement. It is a statement that I think is true not only for the last ten or twenty years; it has been true for about as long as Canada has been bringing in immigrants.

Mr. Régimbal: You are talking in terms of skilled tradesmen? My question was in that direction. Do you feel then that our employers generally are depending on the 15 per cent immigration to fill our 100 per cent demand? It would seem to be bad business on their part to rely on that 15 per cent. They are going to come out on the short end somewhere so that we can presume that there is some in-plant training going on.

Mr. Andras: I have a feeling that neither of us is a first class mathematician.

We are drawing normally on people who are born in this country, or who came here at an early age and grew up here; therefore, typically our labour force consists of a very high proportion of native-born Canadians, or those who have been naturalized at a relatively young age. We fill in the gap with immigrants. Now in some industries they have been filling a very large gap—in many of the service trades and in the construction industry.

What we are saying is that typically the Canadian employer—and this is not necessarily a criticism, because it is up to the employer to try to keep his cost down because if he does not he will go out of business—typically the employer wants to get an experienced hand with the skill that he wants to buy.

One way in which the government of Canada responds to that is by attracting, or trying to attract, skilled workers. As Mr. Fryer pointed out, and as our brief itself points out, the skilled labour market is drying up. Therefore, we have to get used to two situations: first, that our employers had better get accustomed to the idea of training the unskilled we already have in Canada; and, secondly, to begin to train unskilled, but otherwise qualified, people whom we may induce to enter Canada from elsewhere.

We believe, and we feel quite strongly about this, that in-plant training should be much more a program of adult education or vocational training in Canada than is now the case. We have spent, in the last decade or thereabouts, about a billion dollars in Canada on setting up vocational training institutions, but they have not concentrated nearly enough on the training and re-training of adults. The major emphasis has been on the young. I think this is a dereliction on our part, as a country. We have in Canada literally tens of thousands of men and women who are in the labour market, but who are in a technical sense obsolete; but they are too young to put out to pasture. They should be retrained, rather than leave them unemployed and bring in immigrants from elsewhere, we think this is a major obligation to our own people at the moment. Certainly they are entitled to priority, and it makes sense; after all, they are familiar with our ways of life, they speak the languages of the country and they are more easily assimilated into industry than people who come from abroad. It seems to us a matter of sheer logic that we should be training our own people to start with.

Mr. Jodoin: I would just like to add this if I may, that as far as the Organization for Economic Co-operation and Development, or OECD, is concerned on a per capita basis we have the lowest batting average in in-plant training. It is very simple. It is in our figures. It is known that as far as in-plant training—

Mr. Régimbal: As compared to whom?

Mr. Jodoin: As compared to the countries that belong to the OECD—the U.K., France, Sweden, the Scandinavian countries, the Netherlands, Belgium and so forth.

Mr. Régimbal: But you cannot be sure that training is not being subsidized.

Just one closing statement. I wanted to underline, and congratulate you particularly on,

your statement on page 13 in regard to children. We much too often forget the fact that children in the over-all immigration picture should not be looked at in the same way as adults, because they are the first ones to be absorbed. They are not a plus or a minus; they are comparable to the natural population.

Mr. Klein: Are you referring to the last sentence in paragraph 21?

Mr. Régimbal:

It might be added that the children who enter Canada under sponsorship should be treated in the same way as the natural increase which occurs within Canada.

Mr. Klein: Oh, I thought that you were referring to something that perhaps I should point out, if I may.

The last sentence in paragraph 21 says:

They are thus no more of a risk than children born in Canada and in fact may be less of one in view of the strong drive for economic improvement which motivates the typical immigrant family.

• (12:11 p.m.)

Mr. Régimbal: That is exactly what I am referring to. If you had not interjected I would have continued reading.

Senator Cameron: Mr. Chairman, Mr. Nasserden has asked some of the questions I had on page 4, but I want to comment that I am surprised that an organization as powerful and as important as the CLC has not worked out even on a sort of postulate basis some kind of formula on the numbers of immigrants that might be brought into the country each year. In saying that, I realize that it has to be geared to the economy. If the Economic Council says that we are to have an increase in GNP of 5 per cent, or something like that, then you would be prepared to say, I presume, "All right; we can take this number of immigrants".

Does this not suggest that it is imperative at this stage in time that we must bring together your agency, the Department of Manpower and the Economic Council and work out a number of postulates which will be based on a number of risks, I realize; but we must bring these agencies together and set some targets.

Now, you say, Mr. Jodoin, that you are asking this Committee to do that. Well, we

come to the experts. This is your field. I am sure that the Committee would be very happy to sit down with you and try to work out some of these problems. That is the first thing.

Do you think there is any possibility of being able to work out a sort of agreed national policy on the number of immigrants that can be brought in, recognizing that this must be tied to the continuous growth of the Canadian economy? Can this be done, as a practical fact of life?

Mr. Jodoin: Just before Mr. Fryer speaks, there is a multiplicity of those activities at the moment. We think, as you say, Senator, at first glance, that all these segments, whether they be the Economic Council of Canada, the Department of Immigration and Manpower, this Committee—and, yes, ourselves, in time—and others, of course, would try to find, as you say, a target of some sort, or try to find an analysis; but as you have indicated yourself, it is also very “iffy” because it depends on so many things. It is not because we do not have any kind of an idea on the matter; it is hesitation because of all these possibilities of what should come first, numerically—let us put it that way—in a situation like this.

Mr. Fryer: An example of this, of course, is the postulates that you use. How certain can we be that if the Economic Council says that the economy will grow at 5 per cent per annum, that in fact, it will grow at 5 per cent per annum?

It depends on a number of other factors. Canada's is an open economy. We are not completely masters of our own economic destiny and we are subjected to a number of outside pressures which would affect it.

So the fact that there are so many unknowns in your criteria, or in the assumptions that you are trying to make, is the first difficult factor.

The second difficult factor is that even those agencies of government, or quasi-government agencies such as the Economic Council, which have at their disposal far greater expertise and resources than we, made estimates in their first annual review on what was going to happen to the Canadian economy in 1970, and they made certain estimates about immigration. They were wrong. They underestimated the extent of immigration in the 1960's into Canada, and they could be wrong again; just as anybody else could be wrong again.

However, it probably is possible, provided your assumptions hold up, to make an estimate. In other words, if we can say “All right; assume 5 per cent growth; assume relative price stability; assume such and such an increase in productivity, then we can absorb between 150,000 and 200,000 immigrants into the labour force.” The Economic Council is currently engaged in this sort of exercise, and through our representatives on the Council we make known to the Council our views on their projections, on their correctness or otherwise; but we would have hoped that the manpower and immigration department, in the years ahead, is going to be charged with the fundamental responsibility of planning employment in Canada. An immigration department is supposed to concern itself with matters of immigration but it is also supposed to concern itself with the question of upgrading and mobilizing the Canadian work force; and our view is that before you can have meaningful policies, or before you can have policies and programs that will be effective, as you correctly say, you must have some idea of where we are going.

After all, what is the point of retraining a coal miner to be a steel worker if the steel industry is going to be obsolete ten years from now? This is what we are saying in our brief, that the Manpower and Immigration Department has a responsibility to make such estimates.

We can discuss the assumptions with them. We can argue about the assumptions; but they should have some idea of what they anticipate is going to happen in the years ahead. Otherwise, the other programs, not only immigration but also the whole program for the elevating of all the Canadian labour force are going to stand a chance of going widely astray.

Senator Cameron: I would like to leave that. I would like to come to another—

The Joint Chairman Senator Langlois: Mr. Bell has a question on the same subject.

Mr. Bell (Carleton): I would just like to ask this question now because it seems to me that this answer points up what may be somewhat of a difference in the philosophy of immigration. The witness has said that with certain assumptions on growth and other matters we may absorb a certain number of immigrants. Could it not be put the other way, that a substantial immigration flow is, in fact, a direct and immediate stimulus to economic growth, and thereby, if you do set targets and

objectives of a more or less standard nature you are providing the opportunity for growth in the economy?

Mr. Fryer: Mr. Bell, may I just comment on that? I think this would be true if we operated within the framework of a closed economy. If we were controlling things completely on our own I think that this would be true. In other words, if we were not subject to the vagaries of the international market I think this would be true.

You could say that if we plan to take in 200,000 immigrants a year that this is our target, that we would do everything in our power to bring in this 200,000 a year, and then presumably the agencies of government charged with the responsibilities of planning economic growth would have to say that each year we were going to have to absorb this additional 200,000 people, or a proportion of them, into the labour market, therefore, we must create enough jobs to take them into the labour market; and this in turn would be a stimulus to growth and to increases in our GNP.

Unfortunately, I do not think it is probably quite that simple because even though we might have targets and we might be trying very hard to plan an increase in the rate of employment and a rate in the increase in job opportunities in Canada, because of what might be happening elsewhere the situation might just be that we have substantial unemployment here; and try as we might, to overcome some of these problems which prove to be exceedingly difficult.

Mr. Bell (Carleton): I do not want to get a chicken-and-egg argument here, but the straightforward fact is that our periods of highest immigration would undoubtedly be in the periods of greatest prosperity in Canada.

Mr. Fryer: Yes.

Mr. Bell (Carleton): And it is arguable that the entry of these large numbers of immigrants has been of direct and immediate value in stimulating the economy during those periods of time.

Mr. Andras: As to the egg-and-the-chicken, I have made some theological researches and I think the chicken came first—Genesis, I think, the second chapter.

Mr. Bell, you missed some of the earlier dialogue here. We were dealing with the "water tap" approach that Canada has had

in the past, turning on the tap of immigration in good times and turning it off in bad times.

I would suggest to you that the immigrants who came in in good times came in because the times were good. It was not they who produced the good times, but they were the beneficiaries of them, and we in turn became the beneficiaries of the immigrants.

Mr. Bell (Carleton): I have to say that on the basis of my researches I disagree with that conclusion, and I think that that conclusion can lead only to a tap on—tap off approach.

• (12:21 p.m.)

The Joint Chairman Senator Langlois: Mr. Cameron, will you carry on?

Senator Cameron: This question really relates to it. I have seen the figure somewhere, but it slips my mind—it may be that you have it—for the number of jobs that each thousand immigrants provide—I saw this not very long ago but it just slips my mind how many jobs are supposed to be provided by each thousand immigrants coming in to the country.

Mr. Klein: As consumers?

Senator Cameron: As consumers, yes. Have you got that figure?

Mr. Fryer: No, I do not have it.

Senator Cameron: All right. I would like to get that. I have been looking for an answer to my next question for a long time; I get varied answers.

Have you any specific figures that you feel are reliable on the reduction of jobs in Canada as a result of technological change? You hear figures that fluctuate very widely. Some say that there is a net loss of 2 per cent of the jobs in the labour force per year. Walter Reuther has said that it is 6 per cent. Peter Drecker of New York University, who is a well-known authority in this field, says that the net loss is about 1.3 per cent. Have you any figures that are reliable in this area?

Mr. Fryer: None at all; I think perhaps we should let it be known that the figures that we work with and the figures that we use are very substantially figures that have been produced by government agencies. We feel that these are the most reliable.

On certain occasions we might go out and question the figures, or try to make our own samples or surveys to cross-check some of the government figures.

It says in the brief that we are not alarmist about the employment impact of technological change in Canada. I think every public statement that we have ever made on the subject of automation and its impact has said this. We do know that it will cause adjustments, and we have not attempted to "quantify" them; we do not really think that this is the important thing. The important thing about technological change from our standpoint is that if and when it does reduce job opportunities then we must have programs to take care of the people who are affected.

Our over-all position is that it has not been a serious job-destroying factor in Canada, although it has had an impact on employment. I do not think that the figures of net losses and net gains are available.

Of course, one might take this opportunity to express a point of view that has been expressed, not only by government committees such as the price committee, but by the Economic Council recently, that the level of sophistication in economic data in this country is really not terribly high compared to that of most other industrial countries. There is room for tremendous improvement in the quality and quantity of the statistical information that we have available for economic analysis.

This, of course, comes through in everything we say here. We do not have projections about manpower; we do not have projections about immigration; we do not have projections about technological change. We just do not have these figures in Canada.

Senator Cameron: All right; if that is so, how can you expect governments, or anybody else, to make any plans?

Mr. Jodoin: Well, that the government should take care of.

Mr. Fryer: To put it bluntly, sir—

Mr. Jodoin: And, of course, of those that you have quoted, it depends on the industry that they are engaged in. For instance, you quoted Mr. Reuther. Well, I remember—and I could give you, too—a famous statement he made once that he went to see the engineer in a department at the request of Mr. Henry Ford the II, or the III—I am not too sure—and the gentleman was showing him his engineering department and indicating to him that this machine that they were trying to manufacture would take the jobs of so many people, etc. etc. When the grand tour was over, Mr. Reuther simply asked Mr. Ford who

was going to buy the cars if the employees were disappearing? To talk about the railways in Canada, with the disappearance of the roundhouses and so forth 40,000 jobs have disappeared. Through automation of elevators in the city of New York attendants by the thousands have disappeared.

The point is that we are not equipped to get that information. We get it from industry to industry and we get the reports from our affiliated organizations. Look at the coal mining industry,—Districts 26 and 18 of the United Mineworkers of America used to be a very strong organization numerically speaking. Today I would say they have only some 6,000 or 6,200 members. This is the kind of figure that we would like to have. We have it in sections, but if you ask me what the over-all percentage is I cannot tell you. I think that this is an area where the manpower department should get that information. We are not asking for projections that are high military secrets—and I am not referring to what is going on in another committee. If you try to get the information in advance on what the intentions of corporations are, even Crown corporations, if you please, what do they say to you? They say, "we will not give that to you, because you will tell our competitors." They should give it to a body like Economic Council of Canada, or the manpower department just as one makes one's annual income tax return. It is supposed to be very highly secret. Let it remain that, but let the Council know so that they can better project the future by having true data and information. This is what we are looking for, and have indicated here, I hope, in detail. I am underlining it. This is more for the government, and I hope your Committee will recommend accordingly.

Senator Cameron: I take it you think this is one of the things we must do.

Mr. Jodoin: Yes.

Senator Cameron: Then the immediate problem stemming from this technological change is one of the dislocation of labour rather than the unemployment of labour. This is the immediate problem.

Mr. Jodoin: They are related.

Senator Cameron: All right. This brings me to the next question. Mr. Andras mentioned that we have spent about a billion dollars on the development of technical schools—actually since 1961, rather than 1957.

Mr. Andras: No, I am sorry. I just took a figure out of my head.

Senator Cameron: It is a wrong figure, anyhow.

Mr. Andras: Yes.

Senator Cameron: Now, the question I want to ask is: Do you feel that the training programs offered in this explosion of technological training are (a) meeting the need for training the immigrants who lack the skills, or the unemployed, and (b) meeting the needs of the economy as a whole?

Mr. Fryer: Well, we do not feel that the vocational training program is the complete answer to the re-training and upgrading of skills in Canada.

As Mr. Andras said, it is not that we feel that the attention that is being paid to training young people is wrong, but that insufficient attention has been also paid to training or re-training of adults; and this would include the unemployed and would include presumably immigrants. They might fall into both categories.

The manpower department is a new department, and the manpower programs that we have are fairly new programs. It is really not terribly fair to attack them too much, I think. They are experimental, in some respects. For example, when a manpower mobility program was introduced, which was supposed to encourage Canadian workers to move from one part of the country to the other, the central feature of the program was that they would loan them money to make the move. We told you at the time that that was not calculated to encourage mobility. In fact during 1966, approximately \$1 million was spent on the manpower mobility program and approximately 2,000 workers moved, which can hardly be called a great success. They are subsequently going to change the program.

The re-training is the same thing. The re-training allowance for an unemployed adult worker who agreed to go to school and learn a new skill, if he were a single man, was \$25 a week, and there were supplementary allowances if he had a wife and children. However, in many instances the benefits that this worker would be receiving after having indicated a desire to go to school and be re-trained were less than he would have been receiving

on unemployment insurance. We were penalizing him for making the decision to be re-trained. These programs are hardly calculated to do the job.

There is a need for great improvement in our manpower programs. As I say they are pilot and experimental and changes are coming, but certainly we need to do more.

• (12:31 p.m.)

Mr. Jodoin: Through you, Mr. Chairman, if I may add this as a supplement to what Senator Cameron said. There is a big question mark in that field too, sir. Train for what? What are you going to tell the unskilled? We have a little story about that. There was a trade school in one of our municipalities which I will not name and they had a very competent craftsman in his trade. He was such a good one that they made him a teacher in that school. He had eight good students and the good students passed the class with very high marks. Instead of having one unemployed in that classification, they had nine. This is where that private information that I indicated comes in. I am trying to convey to your Committee that it is necessary but we need trade unions, too. A young man comes to my office, for instance. He works in an industry and he wants to better himself. What am I going to tell him? I do not like to re-hash all those things, and so forth.

For instance, we thought the airplane industry was going to go up, up, up continuously and what happened in certain instances? This is where the Manpower and Immigration Department, the Economic Council and other such organizations can help very much in the future as far as skilled workers are concerned.

Senator Cameron: My last question is on the subject of mobility which is inevitably tied up with retraining. Mr. Andras is pretty positive on the fact that the miners from Cape Breton and Newfoundland do not want to move. Accepting that as a fact of life, what can you do? Are those miners on the island of Belle Isle going to stay there and just barely subsist, or is there a possibility of creating a new kind of job opportunity in Nova Scotia to replace the obsolete mines, or in my own part of the country, the Crowsnest Pass? What can we do if people will not move?

Mr. Andras: The most dangerous thing is to look for simple solutions to complicated problems.

We, as a trade union centre, have taken the position in the past before government that mobility is needed for the sake of the economy and for the sake of people who are affected by technological displacement, but that mobility should be of two kinds—the mobility of the displaced worker and also that there should be mobility of capital itself, because it is very, very difficult to get people to move. There are very major human problems involved—the dislocation of family life, the school life of children, the business of assimilating to a new community, and so on. It is not desirable either to depopulate whole provinces.

You mentioned Belle Isle, for example. I was reading about this when the mines shut down. From what I could gather there is absolutely no alternative employment there. It seemed to me from what I could read that there was very little prospect of placing any alternative employment there. But there are other parts of Canada, notably in the maritime provinces, where, if new capital could be placed, the people there could be employed even if they required training.

I think we ought to look more carefully at creating incentives for capital to move to those areas which are underemployed or where we have dying industry, such as the coal mines.

Mr. Brewin: Mr. Chairman, I would like to remark, first of all—perhaps I am a little prejudiced—that I think this is a very excellent and constructive brief.

I would like to ask a question or two first of all about the sponsored group. As I understand it, you point out that, under the present policy, to be sponsored you either have to have a high educational qualification, the equivalent of 11 years schooling, or you have to have an existing training, or be trained in country of origin, or somewhere else, in a skill which is now needed in Canada.

Am I right in suggesting that what you are saying is that in the sponsored field you think that the classes admissible should be expanded to include those who are able to be trained or educated in Canada, and, particularly in the former group, adults who are capable of being trained?

Mr. Andras: Yes; to put the answer very briefly, it would be in the affirmative.

Mr. Brewin: Yes. Well, let me ask you to expand on that a little bit and say how you think that should be carried out, or what recommendations in detail we should make

about that? First of all, you can change the existing regulations to recognize as admissible those—I presume they would have to have some degree of education in order to be trainable to a higher degree. Do you think they would have to have elementary education, for example?

Mr. Andras: Well, I presume that elementary literacy is simply a basic requirement unless we are so hard-pressed that we have to waive it.

In terms of admission on humane grounds we would waive everything.

In terms of bringing in people to our labour force—

Mr. Brewin: I am talking of sponsored immigrants.

Mr. Andras: For those who are sponsored as possible candidates for the labour force, I think that our position is that if they are able and willing to acquire training and education, one or the other, or both together, then this should be the minimum requirement.

You see, Mr. Brewin, we looked at the White Paper and we looked at the supplementary mimeographed document and we found that the level of education required was relatively high, even by Canadian standards—11 years of schooling. There are a great many people in our labour force right now—hundreds of thousands of them, I would say—who have not had 11 years of schooling.

We took a look at literacy rates around the world. We have some very crude figures. Please do not criticize them for their crudeness. They were the best we could get at a short notice.

Mr. Brewin: We never criticize—

Mr. Andras: We asked UNESCO for some information on literacy and the best we could get were figures for, or about, the year 1960. I will give them to you in the order in which I have them typewritten here. In Africa, the illiteracy rate is in the vicinity of 81½ per cent; in North America, just under 3 per cent; in Latin America roughly 34 per cent; in east Asia about 42 per cent; in south Asia close to 68 per cent; in Oceania, which of course would include Australia and New Zealand, as well as various colonial and other areas, about 12 per cent; in Europe the general average is just under 6 per cent, but it fluctuates from a low of 9/10ths of 1 per cent in northern Europe to a high of 15.7 per cent in southern Europe.

The Joint Chairman Mr. Klein: What per cent in southern Europe, again?

Mr. Andras: Well, I will give you all the figures: for Europe as a whole 5.8; for western Europe 1.7; Southern Europe 15.7; eastern Europe 5.3; and northern Europe .9.

Mr. Brewin: I suppose it would vary as between different countries in those geographical areas.

Mr. Andras: That is right.

Mr. Brewin: I understand Portugal has a rather low standard.

Mr. Andras: It would be a high illiteracy rate—higher probably than Italy, for example; and higher perhaps than Greece, let us say, although Greece would probably have a high illiteracy rate, too.

The point we are trying to make in our brief is that if we stick to the relatively high standard that is referred to in the supplement to the White Paper then we are harking back to the kind of discrimination that we have engaged in, if I may say so, illicitly throughout our history as a country, where we have screened out immigrants in such a way as to derive the majority of them from northwestern Europe; at least, we gave those countries the highest priority and then gave other countries a descending order of priority. If you look at Africa with 81½ per cent illiteracy then *ipso facto* you are not going to allow Africans to enter Canada.

Mr. Brewin: Of course, the fact is that people may be illiterate because they have had no opportunity to be anything but illiterate. It does not mean that they are ineducable.

Mr. Andras: No, sir; we did not suggest that. We were simply placing a cold, objective statistic on the table and saying, in effect, that if this is the standard that the government wants then it is going to deny admission to the people of many countries through no fault of their own necessarily.

Mr. Brewin: I understand your argument. I think Mr. Pelletier has a supplementary, and then I have another point.

Mr. Pelletier: I had a series of questions that I wanted to put to you. You have cleared part of the confusion. In paragraph 10 you say:

It may be well, therefore, to place rather less emphasis on skill and more on potential ability to acquire skill.

Mr. Andras: That is right.

Mr. Pelletier: And a few paragraphs later you dismiss the elementary education standards, and then in answer to Mr. Brewin you have just said that we want to check if they are able and willing. How are you going to do that if not by educational standards?

Mr. Andras: Well, what we are saying is that education—

Mr. Pelletier: How do you test, sir?

Mr. Andras: Well, presumably we have immigration officers who are able to engage in objective testing. I would hope that this is the case. It should be possible, it seems to me, for an immigration department to establish some relatively simple criteria such as, first of all, knowledge already acquired, literacy, say...

• (12:43 p.m.)

Mr. Pelletier: So you would maintain a standard of literacy?

Mr. Andras: I think we would have to maintain some kind of minimum standards. On page 8, we say at the middle of the top paragraph of the page:

But let us not so enshrine high educational standards as to deprive ourselves of valuable additions to our population and potential contributors to our economy.

In effect, we are saying that we can reduce this 11th grade standard rather substantially if we pick people of good character and good health who can obviously make a contribution to our economy.

Mr. Pelletier: But what I wanted to hear was whether you had in mind objective testing? Can you answer that?

Mr. Andras: Yes.

Mr. Klein: A supplementary: In the last sentence on page 5 you say:

It may be well, therefore, to place rather less emphasis on skill and more on potential ability to acquire skill.

That would also be a very important criterion, would it not, as opposed to the minimum educational standard. You might have a person who cannot acquire any knowledge in school but who might be a marvellous mechanic.

Mr. Andras: That is right. I was reading one of the Toronto newspapers the other day and found an interesting story. I am sorry I did not clip it out and bring it here. There is

a metal fabricating plant in Toronto whose labour force consists almost entirely of immigrants. They apparently are working well, because some of them have had as many as seven years in the plant, but they have not acquired the levels of literacy which the White Paper now seems to make desirable.

What the firm and the union in the plant are doing is setting up a school right in the plant to bring them up to the desired levels after they come here.

Mr. Brewin: That is just what I wanted to ask you about. In addition to changing the standard—not having the high formal barrier—what do you suggest should be done to make sure that if people are admitted—educable people, people who are capable of being trained in skills when they get here—that in fact they receive that training and education?

Mr. Andras: I would say, first of all, that I would be opposed to coercing them. You are talking to someone, Mr. Brewin, whose parents both were immigrants, who came here without any formal education, who when they came entered the labour market and who, I would like to imagine, made their contribution to Canadian life. They learned English after they came here. They learned to read it and write it. In my district of Montreal, where I was born and raised, this was the situation with every boy and girl with whom I grew up. It was a homogeneously immigrant community.

This convinces me, on the basis of my own experience, that what we are advocating here is possible because it has been done. What we are saying is that you bring in people who are of good moral character, who are reasonably intelligent and who are educable, as you put it, and I think we can assimilate them.

Mr. Brewin: In other words...

Mr. Andras: We need the resources. We have to have the schools and the teachers and the teaching techniques in adult education, and we must make that education sufficiently attractive for them to want to take advantage of it.

Mr. Brewin: In other words, you are not worried because you do not extract formal undertakings from them to be educated or trained? You are not worried that some of them will drift into areas where they will be exploited because they have not got the education.

Mr. Andras: We have tried from our institutional point of view to overcome this process of exploitation. There is no doubt about it, that immigrants can be and are exploited.

I remember in the immediate post-war years we exposed the department of immigration to very serious criticism at the time because we found then that they were lending themselves to exploitation. They were bringing in immigrants to low-wage industries knowing that this was the purpose of the employer in bringing them in. This I think is no longer going on in the way in which it used to. We were opposed to the immigration department having its own employment facilities; because that is what it was doing. It was using immigrants as strike-breakers and as competitors in the labour market. But it is not enough for us to do that. This must be public policy.

Mr. Brewin: Just one more question and then I am through. To turn to the unsponsored, I think it is perhaps fairly obvious from your brief—we have had a good deal of discussion on this in the Committee, and various organizations have made representations—that you do not share the fears of the department, which have led them to suggest that in cases of sponsorship there should be restrictions on educational grounds and on the length of residence before you can sponsor somebody on citizenship and things of that sort. You do not fear that the process of sponsorship without these limitations is going to create any serious problems?

Mr. Andras: We do not share the apprehensions that are voiced in the White Paper; and, of course, our position on immigration generally is related to the attitude of maintaining a full-employment economy. We believe that a dynamic economy can absorb and assimilate these sponsored immigrants, and we think that the history of the last 20 years is evidence of that fact.

Mr. Brewin: I feel like saying "Amen". I will conclude, at any rate.

(Translation)

The Joint Chairman Senator Langlois: Mr. Pelletier, have you a supplementary question?

Mr. Pelletier: Regarding the same question of education and recycling of workers, I think the Congress recognizes that there is an important problem of recycling just now. A member from an industrial country realizes that hundreds of workers for example in the

building trades lose their job at 40, 42 or 43 years of age; certain jobs just disappear because of pre-fabrication. Mr. Andras said a moment ago, that the recycling services are not sufficient at the present time to meet the needs of workers who were born here or naturalized. On that basis, does the Congress think that unskilled labourers should be admitted according to a certain schedule, or should the policy be to allow the entrance of an unlimited number of unskilled workers.

(English)

Mr. Andras: I would say, in answer to the question, that we have not indicated that we are in favour of unlimited immigration, in the first instance. We think—and Mr. Fryer has said it much better than I could—that immigration is related to the general economic prospects of the country, or the general program of economic planning.

I think we can well appreciate the fact that preference would be given to skilled people because skills are more desired than lack of skills, obviously. However, given a tightness of skills in the world labour market—and this seems to be the case, certainly, in those countries from which we have drawn our immigrants in the past—then we must face up to the fact that we will have to accept the semi- or the unskilled and train them here in the skills which are desired in Canada, and which are being sought after.

Mr. Fryer may want to elaborate on that.

Mr. Fryer: Not really. We said earlier quite extensively that our feeling was that with an expanding economy and a rapid rate of economic growth the country could assimilate a large number of immigrants.

Mr. Pelletier: I am concerned only with unskilled here. I am concerned with the fundamental point in your brief which is very clear. It has to be geared to economic development; but unskilled...

Mr. Fryer: Well, I think that if you have a growing and expanding economy there will be job opportunities for both unskilled workers and skilled workers, particularly those unskilled workers who demonstrate willingness to learn new skills and to adapt themselves.

My hesitancy earlier on—about making a specific projections on the numbers of immigrants was geared to the fact that we just do not know how many people we can absorb. We would like to see the government, particularly the Department of Manpower, make

such projections for us and then base its immigration policy largely upon those projections.

Mr. Klein: Yes; but as a supplementary, on page 7, when you are speaking about technological changes, you say in paragraph 13:

Given a commitment to satisfying this demand, it is not a surplus of labour that we are likely to be concerned about but a scarcity.

Would you say that you are anticipating in your projection a scarcity of labour?

• (12:53 p.m.)

Mr. Andras: That is related to the business of maintaining a high level of demand—of the effect of demand. What we are saying, in plain terms, is that the desire of people to have goods and services is virtually unlimited. If we are prepared in Canada, and in terms of our commitments abroad, to satisfy demand then there is really no limit to the goods and services that we should be able to produce. The only limitation would be our technical capacity, and the number of people we can place in front of machines.

(Translation)

Mr. Pelletier: I have another question. I should like to know whether the Restrictive Trade Practices for the admittance of certain trades in the Congress still prevail or are they beginning to disappear. I am thinking for example of typographers or engravers. Qualified immigrants had to pay up to \$200. or \$300. before they were allowed to work at their trade. Has the Congress done anything to do away with these restrictions, are they disappearing, have they been eliminated, or are they still being carried on in international unions.

Mr. Jodoin: I do not know whether or not your remarks should apply only to international unions.

Mr. Pelletier: We have heard the representatives of the international unions in Montreal in this respect. We simply want to get the complete picture.

Mr. Jodoin: We have certain ideas on the subject. We have expressed certain opinions in this regard. There are two schools of thought, as you know. First of all, there are those who think that they have worked for a number of years to improve working conditions in the trade and who feel, for this reason, that newcomers should be required to

make certain financial contributions. But the whole question is one of quantum. Some of the amounts are too high. There is no doubt about that. There was definite opposition in this regard. One trade was mentioned in particular, the printing trade. It would be possible for us once again to appreciate the situation after the present discussions are concluded. In this regard, you probably know that in our union as well as in others there is a problem of autonomy. This is a word which is used frequently in politics and with regard to the administration of the organizations, their constitutions, and so on. It is up to the delegates to decide these matters during their conventions. Even in our union it happens that decisions are taken in this manner. These were not on questions of broad principles. I might not myself agree with some of these decisions. But this is how we proceed. I would like to say that these things which you have mentioned had been considered and will be considered again. To answer your questions, in the case of the printing trades and others, I will have to find out about this and see if any changes have been made in this regard.

Mr. Pelletier: But is there a tendency just now in this direction?

Mr. Jodoin: Would you please repeat your question?

Mr. Pelletier: Is there a tendency towards liberalization or towards more restrictions?

Mr. Jodoin: I might say that about twenty years ago there was a certain hesitation in certain organizations, not only in our own but elsewhere, to limit the number of members for certain industries. There has been a great improvement in this regard. As to the immigrants, in particular, we mentioned them when we presented our annual brief to the government authorities and we said either verbally or in the report that immigrants must be informed by the Department of the possibility of joining one of the unions in the country. I think that they should be informed even before they come because we have noted as well as other people—and I do not want to use the word “ignorance”—that they are ill-informed. I mean there is a lack of definite information. I think the Department of Immigration and Manpower should give all this information to the greatest possible number of those workers who are interested in coming here to work, because afterwards they have no choice. I do not think they should be told that they should join such and such a union, but they should simply be told what is

the general industrial situation in our country. And if there are still cases such as those you mention where undue restrictions are imposed, then such cases should be brought to our attention and then it may be possible to make representations in the public interest.

Mr. Klein: Mr. Jodoin, there have been some projections made about the number of new jobs that we are going to have to provide by 1970. I understand that each time a projection is made the figure goes up. I understand that the figure at the moment is about a million jobs. Do you know from what sources these million jobs are going to be obtainable?

Mr. Jodoin: There is a term for that. This is a \$65,000 question.

Mr. Klein: Yes.

Mr. Jodoin: This is the reason why, in discussing through you, Mr. Chairman, central planning a little while ago, indicated that the proper governmental authority would need that type of information to see where it should be projected and where they are.

Mr. Klein: Let me ask you another question. I do not want to get into a political discussion about foreign investment in Canada, believe me, but do you think that this country can provide the million jobs without encouraging foreign investment for manufacturing purposes in Canada?

Mr. Jodoin: You are not entering political angles?

Mr. Klein: No, I am not asking the question for political purposes. I am asking the question in the interests of finding out how we can provide these million jobs.

Mr. Jodoin: I am going to answer first of all with a generality by indicating to you that cash is cash, or money is money, or capital is capital. As far as I am concerned, as long as they provide fair working conditions and good social benefits I will be satisfied whether they are Crown corporations, or are subsidiaries, or wholly Canadian-owned. As a matter of fact, sometime I might say that as far as being Canadian is concerned, we have more difficulty with wholly Canadian-owned corporations than with those that are not. I think Mr. Pelletier will agree with me on that. He has had some experience in that field. Therefore, it is not a question of controlling, or what should be the percentage and so forth.

If you want to provide a million job, or if you project such a number, you will certainly need capital. There is no question about that; and the opportunity is there. I think there is room for a mixed economy, Crown corporations as well as free enterprise, with the same provisos as I indicated a little while ago. I am not opposed to that on general principles, as such; and let the legislator decide on control, as you mention.

Mr. Klein: I am not asking whether you are opposed.

Mr. Jodoin: Oh, no. I am not opposed to the establishment.

Mr. Klein: I am just asking you whether we require it.

Mr. Jodoin: Oh, yes.

Mr. Klein: The question is not whether we oppose it or not. Do we need it?

Mr. Jodoin: Oh, yes; we may. We may need it. We may. That is my answer. We probably do.

The Joint Chairman Senator Langlois: Have you any further questions, Mr. Klein?

Mr. Klein: Does immigration tend to raise or lower the standard of living of the country, from your past experience?

Mr. Régimbal: One point before we go into that.

The Joint Chairman Senator Langlois: Yes, Mr. Régimbal.

Mr. Régimbal: I wonder if you could indicate our general intention. Are we running out of questions? Do we have a chance to let these people go soon? Is this why we are not looking at the clock? What is your general intention?

The Joint Chairman Senator Langlois: Mr. Klein is the last one on my list.

Mr. Klein: Do you want to ask questions, too? I do not know whether we should think in terms of coming back.

If you are asked to come back, Mr. Jodoin, it is your own fault. It will be because you have presented such a good brief.

Mr. Jodoin: It is the fault of Congress.

I am sure that you gentlemen also have commitments, but we are at your disposal. I have indicated that to you.

The Joint Chairman Senator Langlois: Are there enough questions to make it worth while to call Mr. Jodoin and his friends back this afternoon, or can we carry on for...?

Mr. Klein: Could we carry on for another 10 minutes?

Mr. Dinsdale: As far as I am concerned we could conclude in another ten minutes. The only problem is that we have another committee at one o'clock. Mr. Klein is fully aware of that.

Mr. Brewin: Some of us have other engagements. We do not want to be so discourteous as to leave the delegation with practically nobody to listen to them.

The Joint Chairman Senator Langlois: Well, is there any possibility, Mr. Jodin, of your coming back this evening instead of this afternoon.

Mr. Jodoin: What time would you suggest? We will be there.

The Joint Chairman Senator Langlois: We could sit this afternoon at three thirty.

Mr. Jodoin: All right. We can be here at three thirty.

The Joint Chairman Senator Langlois: We will adjourn until three thirty.

The meeting is adjourned.

Thursday, March 2, 1967.

• (3:34 p.m.)

The Joint Chairman Senator Langlois: I see a quorum. Mr. Klein, would you like to continue with your questions?

Mr. Klein: I do not remember what the last question was but I think it might have been whether immigration tends to raise or lower the standard of living in this country.

Mr. Andras: I think, if my memory serves me right, you re-phrased the question slightly. I think this morning's question was, "Does it?" I am not trying to pick a fight with you over words. I just recall the question I was anticipating it when we came back.

I think, on the whole, that it does raise the standard of living to the extent that those who come as immigrants and enter the labour force increase our productive capacity and make an economic contribution to the country. Without the immigrants, we might have

been seriously short of productive labour and therefore, they have, I think on the whole. Historically, of course, the answer would be undeniably that they have contributed to the living standards of Canada.

Mr. Klein: I do not know whether or not this is a fair question to ask you, but do you know of any country that has had a bad experience with immigration?

Mr. Andras: No, I cannot think of any, offhand.

Mr. Klein: Would you have any idea of the ratio that might be necessary of unskilled labour and skilled labour in any country?

Mr. Andras: Well I think it would be better if my colleague answered that. Surely that is a question of the state of the economy. In a highly developed economy like ours you are apt to technologically change. Obviously, there is a high demand for skilled labour as against unskilled in the less well-developed countries; some of the African countries, for example, where the main industry is agriculture or plantation labour, and then the ratio of unskilled, by its very nature, would be very, very high. It is industrialization that would increase the demand for skilled labour; we are a highly industrialized country and becoming more so all the time.

Mr. Klein: But does the addition of a skilled labourer require the addition of any unskilled labourers?

Mr. Andras: That depends on the kind of work you have in operation. There are some kinds of work where you need helpers, for example, who are not by definition skilled tradesmen. There are others where the operator is in charge exclusively on the job and does not need any additional help of that kind.

Mr. Klein: I am now referring to page 11 of the brief, in which you stated in the last sentence of paragraph 19,

The large-scale employment of newly arrived immigrants in various of the service industries—hotels, restaurants, hospitals, for example—shows not only that relatively unlettered and unskilled immigrants are able to find a place in the economy but that they are needed to occupy those positions which the better equipped native-born or longer settled immigrant is unwilling to accept.

Mr. Andras: Yes.

Mr. Klein: Now it has been stated—I do not know if you agree with this—that the experience is, for example, in large centres like New York city, that each successive wave of immigration lifts the previous wave. It lifts each previous immigration wave up; it does not pull it down.

Mr. Andras: Let us put the same thing in somewhat different terms. There is a tendency toward vertical mobility in an on-going economy like ours, and you can see it demographically as well as occupationally. What you see is the immigrant locating in an area which is perhaps not as attractive as others; he settles down and begins to make a good living; he then moves into a more attractive area; the area is then occupied by a fresh wave of immigrants. So you have two things happening at the same time: the immigrant stock that has been here longer have moved up economically, and their places in the labour market have been taken by others who have more recently arrived and have apparently less to offer in the labour market so they take the less attractive jobs.

Mr. Klein: Now, have you made any study of these self-regulatory bodies that are established by provincial law, in respect of hairdressers, barbers, doctors and so on. If so, do the standards that they set for their various professions discriminate against the immigrant?

Mr. Andras: Well, it has been alleged, for example in Ontario, that the professional society in medicine has been discriminating against the doctors who have come from some Asian countries. This is still a matter of discussion between the college, I believe, and the various organizations in Ontario who are supporting the cause of these doctors. I simply cite this as an individual example of a case that is still alive. In terms of the hairdressers' industry, for example, there is protection in the industry perhaps in terms of the fair employment practices act, which would preclude discrimination on the basis of nationality, race, or ethnic origin. If you are talking of training standards, this is, of course, an entirely different matter.

Mr. Klein: Let me take, for example, some of the Italian immigrants, who are very talented people. As you pointed out, some may come from the southern part of Italy and because of this they do not have the required educational standards and are refused entry. They might be very talented barbers or very talented hairdressers, but they are refused

because they do not have the seventh grade education. Would you consider this to be discriminatory?

Mr. Andras: If an applicant for the hair-dressing industry was denied an opportunity to learn the trade, or whatever you want to call it, by virtue of not having seventh grade education, I would be inclined—this is purely a personal reaction—to think that this is discriminatory because this is a manual operation. The person who has some aesthetic ability is even better qualified than others, and it seems to me that this kind of bar should not exist for candidates in that particular field. Judging from the advertisements I see, apparently those with Italian origin are doing very well in that field.

Mr. Klein: It is now a matter of record that the immigrants that come to Canada bring with them \$1000 per every man, woman and child, which in the last two years accounted for \$250 million from 250,000 immigrants; would you consider this to be contributory to a buoyant economy?

Mr. Andras: Our gross national product is \$50 odd billion. It is a lot more than I expect to earn, but it is still a relatively small amount in terms of being—

Mr. Klein: In terms of balance of payments. Do you consider it an important contribution to the country?

Mr. Andras: I will leave the balance of payments to my colleague. He is the economist, not I.

Mr. Fryer: Obviously, it is a contribution but I do not think this is the prime basis on which it should be judged. There is no need to elaborate on that; I just feel that obviously if it is income coming into the country it is presumably preferable to income that is taken out in this way.

Mr. Klein: Is the labour movement—

Mr. Hymmen: This would be capital?

Mr. Klein: This would be capital then, would it not?

Mr. Fryer: Yes.

Mr. Klein: Is labour, as such, making any plans or doing anything about the million jobs that will be required by 1970 in this country? Is it doing any study on the matter? Is it going to make any suggestions as to where the million jobs can be obtained?

Mr. Andras: I can say in reply to that, Mr. Chairman, that we are actively participating in the National Employment Committee on the Economic Council of Canada and other advisory bodies in which we are allowed to participate and on which manpower is a natural consideration. We send our best people to these committees and they strive, together with others and with the government, to establish sound manpower policies and economic policies which would be conducive to a higher level of employment.

Mr. Klein: Can you give us any indication. We are now studying the question of allowing immigrants to come into the country and we would like to know in the projected figure of one million jobs whether you are including the immigrants that are coming into the country?

Mr. Andras: Well, since immigrants are coming in all the time, I think the answer to that must be yes.

Mr. Klein: In other words, the million jobs could take care of what would normally be the anticipated normal influx of immigrants over the next three years?

Mr. Jodoin: And the natural increase of course.

Mr. Klein: It would include that.

Mr. Fryer: The one million figure is not ours; it is that of the Economic Council which estimated that between 1965 and 1970, on the basis of the assumptions as to growth rate which they have made, the economy would need to provide an additional one million jobs, and in making those assumptions they calculated the impact of immigration and of the natural increase in our labour force.

Mr. Klein: Could you briefly tell us how they expect the economy to provide these jobs?

Mr. Fryer: In all humility, I do not think the Economic Council could do that better than I, but obviously the bulk of these jobs, or the bulk of the new employment opportunities, are going to be the by-product of an expanding economy which the Economic Council anticipates, provided we follow the appropriate economic policies we are capable of achieving. It is based on approximately a rate of economic growth of five per cent a year, increasing the gross national product which we have not only been achieving but have been over-achieving, if you like. So it

looks as if we are pretty much on target in terms of growth rate and in the creation of jobs.

Mr. Klein: Are you optimistic as opposed to pessimistic for 1970?

Mr. Fryer: Personally, I am.

The Joint Chairman Senator Langlois: Mr. Dinsdale?

Mr. Dinsdale: I just want to comment, first of all, that I am impressed with the expansionist tenor of the presentation and also the fact that the brief has pinpointed what has been felt by others who have been before, that the terms of the White Paper will result, in actual practice, in an inflow of immigrants on much the same pattern as exists at the moment. In other words, they would mostly come from north west Europe and the same elements of subtle discrimination would persist. However, I do not want to pursue that particular line; I want to get some further information from the witnesses with respect to the significant point they make, that in addition to this discriminatory feature it also would result in a brain drain from countries least able to provide this sort of skilled labour—the underdeveloped countries, for example. You stress throughout several paragraphs of your brief that this situation might better be resolved by lowering the skilled and literacy requirements and providing some sort of training within Canada. Now that is an idea that appeals to me very much, but do you think that our present capacity to provide educational facilities within Canada, particularly in the vocational and technical fields, would make it possible to handle this additional responsibility of training immigrants from underdeveloped areas within Canada?

Mr. Andras: This is a quantitative question. Let me, if I may, go back Mr. Dinsdale, to the remark you made before you posed your question. I differ with you in how you paraphrased our brief. We are sensitive to that. We did not suggest that by being more liberal in our approach to the less well-educated or less skilled that we would not be engaging in a brain drain. If we subscribe, as we think a free society must subscribe, to the free movement of people, then we cannot recommend that we should shut our doors to the better educated people of, say, the Caribbean, of Africa or of Asia. We suggested in our brief that this is a matter that we could probably not cope with successfully only as a single

country in the world, that this is a global problem because skilled labour or professional labour is a scarce commodity on a universal scale. I just wanted to make that point at the start, on our behalf.

Now, in terms of your question itself, whether or not we have the resources to train the unskilled or the semi-skilled, as they come in, depends partly on the flow of immigrants and, of those who come in, the proportion that are of an age or otherwise disposed toward being educated for vocational purposes. That would be the first condition. Not all the immigrants who come in require it and not all need it. For example, if an immigrant brings in his elderly parents, there is not the same pressure to educate them either in terms of a language or of a job, as in the case of young men and women in their twenties.

The other question is a question of physical plants and as I think I said in reply to an earlier question today, we have spent enormous sums of money in Canada in the last half dozen or dozen years putting up physical plants all over Canada. In this community and almost anywhere that I have travelled across Canada, I see new schools of applied arts and technology, vocational and many other kinds of institutions of that kind. So I would venture to guess that we have a fair amount of physical plant right now; more, if we include primary and secondary schools as simply places where people can be brought and sat down at a desk.

• (5:50 p.m.)

The next issue, and this is again a problem which is related to the first, that is in respect of the quantum and the number of competent teachers to train immigrants. I would venture to say that if we were suddenly confronted with a large influx of educable immigrants and the pressure to educate them, in fact, we would make it our business to find skilled practitioners in the vocational training arts. We already have a number in Canada. We would probably have to withdraw skilled tradesmen or professionals from their ordinary daily occupations and convert them to teachers. But certainly this is not an impossibility.

Mr. Dinsdale: Do you feel that industry itself has a certain capacity to provide in-service training facilities if it was so desired?

Mr. Andras: Not only a capacity, Mr. Dinsdale, but an obligation. I think that we in Canada have failed to make in-plant training

a requirement in industrial life. We have said this in our brief; there is no point in repeating ourselves, but we have pointed out that employers in Canada have benefited from the training which foreign employers have given to our immigrants.

Mr. Dinsdale: We have had representatives from certain industries before this Committee, indicating that they are suffering from a substantial shortage of manpower, particularly in the mining industry.

Mr. Andras: Yes sir; we brought that up this morning.

Mr. Dinsdale: It seems to me that if the immigration regulations permit it, and if the requirement of skill and education were such that we could draw from areas other than northwest Europe, that they would be assured of the manpower resources, provided they themselves could give the in-service training.

Mr. Andras: I checked on that. I have just discussed this matter with a colleague of mine whose union represents hardrock miners. I anticipated that this might be a question. I am told that the amount of actual training is relatively limited, that it does not take long to teach an underground miner how to use his drill, for example, or to do some of the other things that need to be done in a hardrock mine. So the amount of training would not be high. Mr. Kirkpatrick of the Mining Association refers to the need for it. He says that his industry is willing to take them in untrained and train them. From what I am told, the degree of training is rather limited. It is not so much training as to get people up into those forlorn areas where the mines are and where God placed our hardrock minerals.

Mr. Dinsdale: It is wonderful country you know.

Mr. Andras: It is lovely country I think this is a beautiful country as a whole, but still and all, people who go up there apparently will not stay long. The turnover is very high. The tendency is to go up, stay for about six months or a year, work 60 or 70 hours a week, make a lot of overtime, save the money—because there is nothing else to do with it—and then go away to a more civilized part of the country. Therefore, the mining industry is faced not only with a shortage in absolute terms, but turnover even if there were no shortage. This happens to be a fact of life in the mining industry, and I am afraid the employers of the industry will just have

to get accustomed to it until we have built up the social amenities in northern Canada.

Mr. Dinsdale: I think perhaps you would agree that the companies are making rapid strides in this regard, in providing the necessary social and living amenities.

Mr. Andras: Some of the large and more progressive firms are building model communities and are trying to retain the staffs that they do get. Ultimately, if mines are going to stay in business for a very long time and they are not depleted at a fairly early date, then they can build up thriving communities, because secondary industry will come into being. But if the mine empties out, then the future of the community of course is open to question.

Mr. Dinsdale: Looking at this from the global point of view—as you have suggested, this is a global matter as well as a Canadian problem—has this subject even been discussed by labour organizations such as the International Labour Organization. Has it come under consideration, or have any recommendations for solution been put forth?

Mr. Andras: I know that the ILO has made recommendations, drawn up resolutions and held conventions on migratory labour, I think they call it. They have a variety of conventions. I cannot tell you, offhand what these conventions contain. I think, in terms of immigration as a phenomenon, it is not so much ILO as the United Nations that would deal with it. The ILO is concerned with labour standards for the migratory worker or the reciprocal arrangements of social security for workers who move from one country to another, and of course, occupational, health and safety, as my president, said and so on. The U.N. is thinking of it in terms of a social or demographic kind of problem.

Mr. Dinsdale: Would there be any research material or documentation on this subject and, if so, would it be available to members of this Committee?

Mr. Andras: I venture to say that there would be; we would draw it to your attention if that is what you wish.

Mr. Dinsdale: I would be interested in knowing what has been done—

Mr. Andras: Well we will make a note of it.

Mr. Dinsdale:—through the UN and any suggestions that have been made as to their making positive contributions to this problem. The same about refugees; you support the idea of the bringing in of refugees on a regular and continuous basis to Canada. I would presume that this also has been considered by the ILO and that there is some information that might be useful to this Committee.

Mr. Andras: There is a commission on refugees—I think an agency of the UN—and probably more information could be obtained from them than the ILO on this. I would suspect that to be the case.

I see in this room a very distinguished person who could probably answer this far more effectively when his turn comes. I would defer to his greater knowledge.

Mr. Dinsdale: You are referring to the Canadian Welfare Council.

Mr. Andras: Yes, and the people they have with them today.

Mr. Dinsdale: Very good.

Mr. Jodoin: I will answer this, Mr. Dinsdale, if I may. The refugee commission, the ILO itself and the International Confederation of Free Trade Unions, are three of a kind in the matter of refugees. Like the Hungarian situation, for example, they have always taken very high consideration of that whole matter as such. That information can also be provided.

Mr. Dinsdale: Your whole brief has been predicated on the idea of an upward and onward economy. The economist has indicated that we live in an open economy and not a closed one, and that we are subject to the vagaries of outside influences. The White Paper deals with this point. For instance, its recommendations with respect to changes in sponsorship, is to avoid—and I am paraphrasing—the built in explosive potential of this particular aspect of immigration. How would you turn the tap off, if the economy was less buoyant than it is at the present time, or if we had a mild recession? And yet we have proceeded to establish an immigration policy based on much broader sponsorship and sponsored and unsponsored immigration.

Mr. Andras: I think the answer is that if this country were to enter a slump, no law of the land would stop the tap from being turned off. I think the experience of the 1930's is quite illustrative of that fact. The moment we

head into a depression, immigration was reduced to a trickle. If we do not encourage it, people will not come. They will come to a country that has opportunity, not one that has hundreds of thousands of unemployed as a permanent feature of the economy.

Mr. Dinsdale: Then you do not see the anxieties expressed by the White Paper being too realistic under the present and the possible future economic circumstances?

Mr. Andras: If we maintain a relatively high level of unemployment and economic activity generally, then I think the anxiety expressed in the White Paper is exaggerated.

Some hon. Members: Hear, hear.

Mr. Dinsdale: That is all, Mr. Chairman.

Senator Pearson: I have a supplementary question in regard to the question that Mr. Klein asked about the immigration into this country of some 200,000, and that they would all bring in something like \$1,000 each. I just wonder if the witnesses have in mind any figure of what our emigration was from the country during last year and what they would take away from this country?

Mr. Andras: The figures are published by the Department of Manpower and Immigration. We get quarterly reports and I see them, but I cannot tell you offhand. Perhaps my colleagues could tell you, but from memory I cannot tell you what they have been recently.

• (6:00 pm.)

Mr. Fryer: I do not have specific figures on the net loss or the net drain, but the Economic Council of Canada have been commissioned to do quite extensive studies on the problem of the brain drain from Canada. They found that as a result of our immigration we in fact had a net increase in professional and skilled manpower. In other words, our immigration more than offset those professional and skilled people that left the country. Therefore, we have been at least in that category; through time, a net gainer from immigration.

Senator Pearson: You say a net gain of skilled labour.

Mr. Fryer: And professional people.

Senator Pearson: What about unskilled?

Mr. Fryer: Although this has not been subjected to the same depth of study, my impression would be that the same is true, that we have had a net gain on both fronts.

Mr. Klein: May I ask a supplementary question on the brain drain from Canada. Have they been mostly native-born Canadians?

Mr. Fryer: Predominately. Some of the brain drain, particularly to the United States, has been new Canadians who have immigrated to this country and then subsequently have moved on, but the large majority of them were native born Canadians—at least in the professional capacity. But as I said, this loss was more than offset by the people who came to Canada.

Senator Pearson: Could we get those figures and put them on the record?

Mr. Fryer: Yes. I do not have the title of the study in my mind, but the Economic Council of Canada commissioned as one of its separate staff studies the subject of the net flows of immigration.

Mr. Pelletier: I would like to put a supplementary, Mr. Chairman. Mr. Andras just said that immigration is almost self-regulatory through depressions and recessions, and of course he had in mind the great depression of the 1930's. I agree that this is true. However, I wonder if he recalls the winter of 1955, which posed some immigration problems, when it came very close to becoming a tragedy because immigrants coming to our part of the country could not find work. All the social service agencies were literally clogged with people. Do you not see some immigration regulations applicable to minor recessions that would come so suddenly and sometimes last not long enough for people in poor countries to know that they are coming here really as unemployed.

Mr. Andras: I think it would be very difficult to maintain any kind of appropriate immigration policy that was subject to very frequent and brief ups and downs. I think any immigration policy that is to be sound, must maintain some degree of consistency. What I think I was saying to the previous question was that if there was a considerable drop in economic activity, then there would be a predisposition on the part of whatever government was in office to shut off immigration, either in whole or to very substantial degree. You mentioned 1955, Mr. Pelletier. In the

year 1955, we received 110,000 immigrants, sponsored and unsponsored. In 1956 it was 165,000 give or take a few hundreds. The next year it was 282,000. If you were to have before you the figures which I had prepared for me before coming here, for the years 1955 to 1966, you would see a very considerable fluctuation from year to year, even though the whole period from 1955 to 1966 certainly bears no comparison to, say, 1930 to 1939. So that immigration is not wholly within our own control, obviously; it depends to a very considerable extent on the state of the economy of the countries from which we may be drawing immigrants. We have already run into the problem that the countries from which we traditionally drew our immigrants, are the ones that are most reluctant to encourage immigration.

As to social services, I think we made the point in our brief that it is not doing the immigrant a great favour if we bring him here and do not provide him with adequate housing, education for his children, and social services for himself and other members of his family. We have suggested that to deal with immigration properly, we must move on several fronts simultaneously, in terms of the economy, in terms of the amenities and the facilities that are needed for civilized living in a country like ours.

Mr. Klein: I would like to ask another supplementary. Was the condition which Mr. Pelletier described as serious as he said it was?

Mr. Andras: That we had a drop in the economy?

Mr. Klein: No, that many, many immigrants were on welfare.

Mr. Andras: I do not want to get involved in something that I cannot deal with factually, but it is in the nature of our immigration laws that there would be a marked reluctance on the part of any immigrant to go on the welfare rolls, because this in the past has been a cause for deportation.

Mr. Klein: Our next group of people are from the Canadian Welfare Council. They have presented a brief, and in this brief, which we will probably deal with, they said this one sentence on page 6:

There is no evidence to suggest that immigrants are more dependent on public assistance than other persons.

I do not know if this is a fact or not, and I think we ought to know about it.

The Joint Chairman Senator Langlois: Are there any further questions?

Mr. Ryan: On a point of order, Mr. Chairman, although I respect the request of Senator Pearson, I believe the Committee already has the figures that he seeks. The Department of Manpower and Immigration gave us those figures on emigration from Canada; they stated that they were not too accurate, if I recall correctly, because the figures come mainly from the United States statistics on the emigration from Canada, and the emigration to other countries on a world wide basis is really a guesstimate.

We had a further explanation from another summary that we had before us to the effect that in a recent year there was a net gain of only about 8,000. Do you recall that, Mr. Chairman?

Mr. Andras: If I may interject here, in paragraph 12 of our own brief we draw attention to a study prepared for the Economic Council of Canada in 1965 entitled "Immigration and Emigration of Professional and Skilled Manpower during the Post-War Period". This is a study which indicates that we have had a net gain in terms of the movement of peoples.

Mr. Ryan: Does that reveal that while immigration figures are pretty exact, the emigration figures are not exact. Does it deal with that at all?

Mr. Andras: I defer again to my colleague; he has read it.

Mr. Fryer: We get back again to this problem of information which we dealt with this morning. We do not collect emigration figures in Canada. When we want to find out who has emigrated from Canada, we ask other countries who do collect figures of immigrants into their country how many of them were Canadians and that is the way we arrive at our figure of how many Canadians emigrated.

Mr. Jodoin: Mind you, I think we should not, but this has to be departmental. When a Canadian citizen or a landed immigrant figures that he should go to another country, for instance, the United States of America, I think the department should know about that, and that we should not have to ask anyone else for these figures.

Mr. Ryan: Yes, I think we would all like to know that.

Mr. Jodoin: Yes, because there is lot of guessing.

The Joint Chairman Senator Langlois: Are there any further questions?

Mr. Nasserden: Mr. Chairman, following the question of Mr. Klein with regard to bringing in the \$1,000 each, I am sure we would all be interested to know how many went to the Bahamas, how much they took with them.

The Joint Chairman Senator Langlois: Gentlemen, this concludes the evidence on the submission which was sent to us by the Canadian Labour Congress.

Is it the unanimous consent of the Committee that this submission be printed as an appendix to the Minutes of today's evidence?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: On your behalf, I would now like to thank Mr. Jodoin and his fellow delegates from the Canadian Labour Congress for having presented a very interesting submission, and also for having answered our questions. Thank you very much, Mr. Jodoin.

Mr. Jodoin: I wish to reciprocate, Mr. Chairman, and thank the Committee for the audition itself. If, at any time, you feel that there may be some further information that we may provide, we are at your disposal.

The Joint Chairman Senator Langlois: I now invite members of the delegation from the Canadian Welfare Council to come forward. I am now going to call upon Dr. Joseph Kage, the Chairman of the delegation from the Canadian Welfare Council to introduce members of his delegation and perhaps give us a brief résumé of their submission.

Dr. Joseph Kage (Chairman of the Delegation, Canadian Welfare Council): Mr. Chairman, I would like to introduce the members of the delegation. I have with me Mr. Reuben C. Baetz, the Executive Director of the Canadian Welfare Council; Miss Edith Ferguson, secretary of the committee, and Miss Gertrude Notebaert, a member of the Canadian Welfare Council.

Gentlemen, we have submitted our brief, the text of which is available to you, and I would like to comment briefly on some of the highlights.

The Canadian Welfare Council, as an organization, is primarily interested in the well-being of all Canadian people. Its major interest in immigrants is related to their adjustment to this country, although our brief will also deal with certain aspects of admission and so on.

First of all, I would like to state that we are very appreciative to the Department of Manpower and Immigration for publishing the White Paper. We think it is an excellent document, a document of significance, but this does not necessarily imply, of course, that we agree with all points made. It gave an opportunity to the Canadian public to study and think about the problem.

In considering the general aspects of Canadian immigration policy, the Department of Manpower and Immigration is faced with a very difficult problem in formulating an immigration policy which will meet Canada's economic and, of course, by implication, also other needs. Obviously, it is very difficult to formulate a policy which would be acceptable to all Canadians. As a matter of fact, within the members of our own committee, we have had divergent views with certain aspects of this particular policy. But, nevertheless, the brief we have submitted forms a consensus.

Relating the adjustment of immigration or the flow of immigrants to manpower and economic and social policies, we do recognize that such a relationship exists. But we do want to suggest that this kind of immigration policy should not become a pedantic variable of the total program of manpower but, rather, a guide. Basically, immigration cannot be based or should not be based on short-term economic considerations and sometimes pragmatic principles. It should be geared more consistently to the social potentials and Canada's position as a developing country, a growing country and Canada's position in world affairs.

We are not convinced, for example, that the policy suggested is necessarily the best means of regulating the balance between skilled and unskilled immigrants and we do know that this subject has been mentioned in a number of submissions. The White Paper states quite clearly that Canada is an under populated country and we believe that it underestimates the ability of Canada to receive immigrants. I would say that somehow there is an over-exaggerated cautiousness. In other words, the growth potential is not being accentuated sufficiently. Therefore, our group suggests that flexibility must be one of the provisions

of a long-term policy such as outlined in the White Paper on Immigration.

With reference to the total aspect of skill—and we were present when the former submission was made—we are very happy that the White Paper intends to remove from the present legislation any discrimination against immigrants on the basis of country of origin and so on. We also feel that the interpretation of what is skill can be subject to a rather narrow point of view. Our brief states that skill should also include those psychological attributes and mitigations which in the long run sometimes prove to be of greater value than a diploma or a trade. There is also the question of the drain of skilled workers from certain countries, which would imply that a number of trainable immigrants should receive their training here, apart from the very practical considerations that it is difficult to obtain skilled people.

We deal also with certain opinions expressed during Committee meetings. There seems to be a discrepancy with respect to some ethnic groups who were admissible in the course of prior legislation and may not have an equal opportunity to apply for the admission of their relatives because of their recent residency in Canada. Special mention was made of ethnic groups from the Far East and from Eastern Europe which have not been able to sponsor relatives freely and continuously through the years since world war II.

Our brief suggests to you that part of the means to counteract this fear of unskilled workers would be to recommend that the country's manpower training schemes be expanded to make more training available to Canadians, whether they are immigrants or not. Again, the major aspect in the training capacity is this question of mitigation and other attributes.

With reference to sponsored immigrants, very strong objection was taken in our brief to the distinction between those that can be sponsored by Canadian citizens and by non-citizens. We feel that this restriction is unjustified. We question what it would really achieve. In a sense, discrimination is being established between the Canadian citizen and the alien. We also feel that psychologically and socially it is bound to affect the adjustment of the new arrival if he knows that his relatives cannot be admitted until such time as he becomes a Canadian citizen. We feel that as part of the adjustment of the immigrant it is not only a question of vocational

adjustment; it is also a question of social mobility in the receiving country. We feel that family union as such is a very important and crucial part of social mobility. It may also, by the way, prevent many would-be qualified immigrants coming to Canada because of the fear of lengthy family separation. The Canadian Welfare Council feel very strongly that a family unit is the basis of our society. While we do know that in many instances the family breaks down due to separation and so on, nevertheless we feel that because of the importance of the family we should not introduce obstacles which would prevent family reunion. We also question whether this would actually solve the problem of the so-called unskilled immigrant, especially if the definition of "skilled" is given more consideration as to what skill actually implies. Therefore, we suggest that this aspect requires re-evaluation.

Opinion was also expressed and stated in our brief that the practice of making sponsors financially responsible for relatives whom they sponsor, for a period of five years, is, in our opinion, no longer viable. Our legislation does not place this responsibility on other Canadians. Really what it amounts to is that we find time and again, in Canadian social legislation, several aspects where there is a certain dichotomy. For example, when an immigrant comes into Canada and settles in a certain locality, there is a residency requirement of usually one year whereas the immigration law usually refers to a residency of five years. Therefore, there is a definite discrepancy there. Apart from the legalistic aspect, which I do not want to emphasize but just want to mention, by and large we feel that immigrants do not want to become dependents. As a matter of fact, the tendency seems to be the other way. We say that there is no evidence to suggest immigrants are more dependent on public assistance than other persons. In other words, among immigrants, as among all Canadians, there is bound to be a certain percentage of breakdown because of illness or something else but certainly it is not any greater. If anything at all, there is more desire for independence on the part of the immigrant, as has been evidenced during the past 20 years since postwar immigration, in which time, I believe, 2½ million immigrants have been admitted to Canada.

With respect to the sponsorship of an immigrant, if a sponsor is held responsible for too long a time it may not work. How many people in this room could possibly undertake

to maintain, say, a family for a long period of time? Sponsorship is related, by and large, to the person when he comes in; a relative does help and then agencies enter into the picture. There is no need to place so much emphasis on this particular aspect.

There are a few minor points. In the White Paper, for example, the distinction is made between parents and grandparents who enter into the labour force and parents and grandparents who do not enter into the labour force. In other words, if the parent or grandparent is sponsored by a Canadian citizen he can enter the labour force but if he is a non-citizen he must be a true dependant and cannot enter the labour force. It is difficult to understand why the distinction is made. If it is to protect the Canadian labour market, obviously, even in quantitative terms, they would not amount to very much. There are many such immigrants. But, apart from this, suppose one has a parent who is 40 or 45 years old; how can you admit him and then tell him he is not supposed to take a job. It just encourages dishonesty and, also, it is not fair. There is an inconsistency in these minor points.

It was also stated in the brief that paragraph 47c lists as admissible for sponsorship "unmarried nephews and nieces under the age of 21," but it stipulates that the male immigrants in this category over 12 years of age should be able to obtain a certain standard of education by the age of 16, or be in possession of qualifications for some occupation. This situation does not apply, by the way, to female immigrants in the same category. We question this distinction. We believe that women should be just as well educated as men. This again, pertains to certain aspects of the White Paper.

With reference to refugees and humanitarian immigration, by and large, Canada has an excellent record. Sometimes, and here I am expressing my personal opinion, I think the White Paper underestimates, in a sense, what the department has actually done because it has done a terrific amount of good work pertaining to this. Their record is very good. We would like to suggest, with reference to humanitarian immigration and the refugees, that recognized voluntary bodies should be able to sponsor or co-sponsor refugees, as other immigrants, who do not fall within the category of admissible immigrants but who deserve consideration for humanitarian reasons. This provision might apply to an individual immigrant or groups. In other words,

we would like to suggest too, that the benefit of the doubt should be given to the applicant. Actually, it expresses itself more importantly in the understanding of the situation rather than the legalistic aspects, and that is where flexibility of interpretation is very important.

A specific point which our submission makes pertains to the admission of children for adoption, which might be covered by legislation and not by order in council. We submit and recommend that within the admissible classes should be included unrelated children for adoption; however, subject to provincial laws and regulations and study by competent social agencies. The Canadian Welfare Council, as one of its component parts, has the Council of International Social Services, which deals with adoption, and it has been suggested that this particular aspect should form part of the legislation rather than specific orders in council.

There has been another interesting suggestion which I would like to relate to this Committee. Members of our committee felt that many would-be immigrants perhaps would like to come to Canada to visit and then, after window shopping as it were, apply for landing. We do recognize the fact that many a person may want to come to Canada as a visitor with the intention of avoiding regular procedure. On the other hand, there are many who simply would like to take a look and see what happens. Therefore, we felt, too, that the benefit of the doubt should be given in this instance to those who are bona fide visitors, and those who decided to stay,—if they come under the regulations, should be encouraged. As a matter of fact, feelings were expressed that to encourage persons to come and look around before they definitely apply for landing, may prove beneficial.

We note with approval the decision to introduce separate legislation to help refugees and subscribe to the conventions.

Our comments pertaining to prohibited classes are very few. We merely want to emphasize, and I think it is stated in the White Paper, that with new concepts of medical care and certain social disabilities a more liberal approach can be introduced.

We question, however, the section on selection and control, and the need, the justification, the desirability or the feasibility of introducing this identity card. We believe the identity card will serve no purpose; it may create only confusion and expense, and it has no meaning.

In the sections regarding deportation we suggest that words such as "criminality", "voluntary and wilful indigency" are slightly vague and subject to misinterpretation. We do understand that it is difficult sometimes in semantics to explain the idea but we do feel that it should be more clearly defined so that there would be less room for misinterpretation.

We also welcome the revised and larger powers of the Immigration Appeal Board. Nevertheless, we feel that the Minister should not be removed from all his powers and we feel that some measure of discretion should be allowed for the Minister in cases where certain action is necessary pertaining to the admission of immigrants or other related aspects.

The suggestion that extensive assistance be given to immigrants who qualify as sponsored immigrants is welcome. The suggestion is made that perhaps better counselling be given to the immigrant while he is still overseas. As a personal opinion, on the basis of my experience in the field, I would like to suggest that we should not over-estimate the value of personal counselling overseas. It is difficult, and therefore it is largely theoretical. Nevertheless, we do suggest that literature, in simple language, not lengthy, should be placed before the immigrants, and perhaps personal counsellors, so as to prepare the immigrant, as much as possible, for his arrival in Canada. Obviously, in order to do counselling you would require trained personnel.

Again, as a personal appeal, I would like to express that if trained personnel is not available, it is better not to do any counselling rather than to do poor counselling.

In relation to paragraphs 101 and 102 in the White Paper, on the Department of Manpower and Social Agencies, there are a number of statements which are not very clear. We do appreciate that welfare aspects are basically matters under the jurisdiction of the Provinces, and perhaps it was difficult for this particular document to go into long explanations. But, we do raise such questions: Does the Manpower Division intend to set up social services within its own structure? Who will be eligible for such services? Will continuing services be offered, or will the department only refer to existing agencies? Will the service be under trained supervision and trained personnel?

We would like to emphasize that any kind of short-term social services, need more competency than others, because when the

client is in once or twice, or three or four times, the person who sees the client must be able to make the diagnostic evaluation pretty fast and it must be sound. Therefore, any kind of short-term social service does require a high degree of competency and skill.

We welcome also the suggestion regarding the co-ordinating effort. We would like to state, however, that this co-ordinating effort pertaining to the adjustment of the immigrants, whether through governmental or private social agency, should be on a sustaining basis. It has worked, to a great extent, up to now, in a haphazard fashion, and unless it is sustained it cannot be as effective as it should be. But such co-ordination is necessary for the protection of the newcomer as a person, and the greater efficiency of the various agencies involved in terms of the use of their personnel and so on.

We suggest that as much as the immigrant should be prepared for Canada, attention should also be given perhaps, to prepare the community for the reception of immigrants. This has been done, and is being done by various agencies, but I think a more consistent program in this regard, would be desirable.

We would also like to emphasize the role of voluntary agencies who have played such a major role in the reception of immigrants throughout the years and in helping them to adjust. There are many, shall we say, advantages to the voluntary agency dealing with immigrants, partly because they are usually small and, therefore, they are flexible in their approach. They can experiment with certain things, and besides, they do involve the total community through the various boards of directors, in keeping an interest in the welfare of people which, by itself is a tremendously important educational process.

Many of the welfare agencies possibly could do more except for the fact that they are understaffed. When a co-ordinated effort is set up, many of the problems that the agencies and organizations who deal with immigrants have, perhaps, can be brought to light and solved collectively.

It is suggested that in the Department of Manpower and Immigration, liaison positions should be established so that there would be liaison with the various voluntary agencies and the community.

As part of this consultation and co-ordination, we welcome the suggestion to establish a consultative council on immigration, composed of knowledgeable individuals who could

be helpful to the Department of Manpower and Immigration in the various aspects of implementation of its program.

We do recommend very strongly that research in Immigration, both by the Department of Manpower and Immigration, as well as encouraging voluntary effort to do research, is absolutely necessary. We simply have not too much information on the impact of immigration on our lives, from the point of view of competent studies.

I would like to conclude by saying that a policy of immigration for Canada needs courage and confidence, because the aid normally given to an immigrant, is really not an expenditure but an investment. Immigration as such, is really an adventure of the human spirit, and a quest for freedom and government. No one denies that Canada has a right to maintain a policy of enlightened self interest. However, a just and enlightened immigration policy requires courage and confidence on the part of the immigrants, as well as on the part of the country that receives the immigrants.

Mr. Chairman, these are the highlights of our submission. The members of the delegation will be glad to answer any questions which the Committee may put.

The Joint Chairman Senator Langlois: Thank you, Dr. Kage. The bells are ringing. I would like to know if there are many questions to be put to the delegation. If so, we might as well adjourn until after the vote at 5.15.

Mr. Badanai: May we have time, Mr. Chairman, just to make a few brief observations.

The Joint Chairman Senator Langlois: Senator Pearson was ahead of you.

Mr. Badanai: I am sorry.

Senator Pearson: I am quite interested in your question on the adoption of children in reference to South East Asia, say. Could you enlarge on your idea of the adoption of children and bringing them into Canada?

The Joint Chairman Senator Langlois: Mr. Baetz, would you answer the question.

Mr. R. C. Baetz (Executive Director of the Canadian Welfare Council): Well, Mr. Chairman, I could just very briefly say that certainly there is no program of large scale adoptions on a large scale program. The proposal here is that it would be more readily

possible to facilitate individual adoption, as these cases arise, that we should not have to rely on orders in council, as at the present time, but that this be written into the statutes, making it possible for adoptions.

Senator Pearson: Your idea is to bring the children right into Canada by adoption, rather than being sponsored, like they are at the present time in Korea, say?

Mr. Baetz: No. This would be for adoptions here in the true sense of the word.

Senator Pearson: Is that done at all now?

Mr. Baetz: It is done in certain cases. Of course, there are many many obstacles to it, particularly obstacles arising from provincial legislation, and sometimes for some very just reasons. Quite frequently a province will point out that there are Canadian youngsters here who apparently cannot be adopted, and the question is then raised, why encourage international adoption. But there are counter answers to this too.

Senator Pearson: Thank you.

The Joint Chairman Senator Langlois: Are there any further questions?

Mr. Dinsdale: I have some, but I am afraid I will have to leave.

The Joint Chairman Senator Langlois: We will adjourn until 5.15 then, after the vote.

Thursday, March 2, 1967.

• (8:07 p.m.)

The Joint Chairman Senator Langlois: Order, please. We have the delegates from the Welfare Council before us. Senator Desruisseaux, have you a question?

Senator Desruisseaux: Is a paper going to be read or a summary made?

The Joint Chairman Senator Langlois: It has been read.

Senator Desruisseaux: I have no questions at this moment.

Mr. Nasserden: I have read the brief. It raises a number of questions which, already, have been raised by other witnesses.

How many people does your council represent?

Mr. R. C. Baetz, Executive Director, Canadian Welfare Council: I suppose, in a very real sense, the Canadian Welfare Council represents about 20 million Canadians.

Mr. Nasserden: I know what you mean.

Mr. Baetz: The Council is a non-governmental body but it has in its membership the federal government; it receives an annual grant from the federal government, the ten provincial governments, and from 55 of the biggest municipalities in the country. In addition, I should say that about one-third of its financing comes from government, so we can retain some degree of independence. A third comes from community funds. Every local United Appeal in the country contributes to the Canadian Welfare Council. The final third comes from 500 national and regional corporations, labour organizations, some 500 social agencies, national, regional and local, some 1800 individuals who are citizen leaders in their communities across the country. This is the financial basis. In addition, the Council carries out a great deal of applied social research. For example, we at the present time are doing research I think it is for six or seven federal departments. We are doing research for Indian Affairs on Indians and the administration of justice and Indians in residential schools. We are doing research for Central Mortgage and Housing, public housing projects and so forth. We are doing research in day care services. We are doing a major project for health and welfare; we are taking comprehensive look at the total social welfare picture in this country. I noticed some weeks ago there was a question raised in the house as to whether we in Canada should not do a study on the guaranteed annual income, as they are doing in the United States. In fact, the Canadian Welfare Council, through a grant from the Department of National Health and Welfare, is at the present time undertaking a major and comprehensive study on social welfare and where we go from there in this country.

The Joint Chairman Senator Langlois: Mr. Baetz, we have a delegation and a very important submission from the Welfare Council of Ontario. What is the connection between the two?

Mr. Baetz: Well, we work very closely with the Ontario Welfare Council. The executive director of the Ontario Welfare Council is sitting back there. We work with them and they work with us. There is no administrative

relationship. In other words, we do not tell the Ontario Welfare Council what they should be doing in Ontario, but obviously, we do work very closely together.

The Joint Chairman Senator Langlois: Thank you, Mr. Nasserden.

Mr. Nasserden: You mentioned the Ontario Welfare Council and the Canadian Welfare Council. Is there any duplication of work?

Mr. Baetz: We do not think so, generally, and I think both the Ontario Welfare Council and the Canadian Welfare Council would agree. Incidentally, there are only two provincial welfare councils operative in this country: the Ontario Welfare Council, which has been going for quite some years; and the Quebec Welfare Council, which has just really started and which, I think, has perhaps only one or two permanent staff members. But the Canadian Welfare Council deals with national welfare issues in a broad sense, the provincial welfare councils that are in existence deal primarily with provincial welfare issues. This is one reason that we are particularly interested in immigration, for example.

Mr. Nasserden: Have you made any studies outside of Canada in terms of the source of immigration.

Mr. Baetz: As a Council, we have not. A good many of us on the staff have been engaged of course, in international welfare for many years. I have had 14 years in international work, seven years in refugee migration, working out of Geneva. I actually set up the first refugee reception centre in Austria at the time of the Hungarian rebellion. We call it "rebellion" because revolutions are successful and rebellions are failures. I set up the first Canadian reception centre in Austria at the time of the influx of the refugees. I experienced what I personally considered the proudest moment of my life as a Canadian citizen because Canada said that it would take refugees. We put them on the train by hundreds and thousands and sent them to Canada, with no screening, no medical tests or anything. It was a wonderful moment in my life as a Canadian, and I think, frankly, that this bold experiment has paid off because I do not think that among those 35 or 40,000 Hungarian refugees who came here, there were more problems than in respect of the carefully selected immigrants who have come into this country.

Mr. Nasserden: Then what you are actually saying is that selection may not be as important as we sometimes think it is.

Mr. Baetz: I think you are dead right. I think we can set up a whole number of artificial kinds of tests and barriers which makes everybody feel sound and secure but, in fact, they may be not as valuable as all that.

Mr. Badanai: I have a supplementary question which is related to Mr. Nasserden's question. Are there any other organization affiliated with your Canadian council?

Mr. Baetz: Yes. Five hundred local and national social welfare organizations in this country are members of the Canadian Welfare Council.

Mr. Badanai: You are speaking on behalf of a large group or organization?

Mr. Baetz: Well, I would not presume to speak officially on behalf of, say, the Red Cross, which is a member of the organization—

Mr. Badanai: Oh, no.

Mr. Baetz: —or the Association for Retarded Children, which is a member, or Canadian Mental Health, but all of them are members of our Council.

Mr. Badanai: You do represent a large cross section of the community?

Mr. Baetz: That is right.

Mr. Badanai: And do you go beyond Ottawa—that is, outside of the city?

Mr. Baetz: Oh, yes. We are the Canadian Welfare Council.

Mr. Badanai: The Canadian Welfare Council takes in the whole country.

Mr. Baetz: That is right. I should say we have four divisions, Mr. Chairman. One of our divisions is the Community Funds and Councils of Canada, which represents all of the local Community funds in this country and which, together, raise some \$50 million a year. They have a national association. The second national association, which is a division of our council, is the Canadian corrections Association, which deals with crime, delinquency, style, location and structure of prisons that we hear so much about these days and so on. The third division is the

Canadian Public Welfare Association, and there is the Family and Child Welfare division.

• (8:17 p.m.)

Mr. Badanai: I have read your brief; I was very much interested in it, and I want to congratulate you on your excellent presentation. Of the 50 odd submissions which were made to the Committee during the past several weeks, I think that your brief rates among the best. It is tops as far as I am concerned. I was very, very much impressed by your perception and of the needs as set out on page 5 and 6, for example, of your brief, dealing with sponsorship. I think you have done a great service to the country and to this Committee by setting forth new views which, I take, represents a large sector of the Canadian people.

I have not a single criticism to offer on this whole brief, Mr. Chairman, and I want to congratulate the members of the Canadian Welfare Council.

Mr. Klein: That was a very fine supplementary question.

Mr. Aiken: I would like to ask a follow-up question to Mr. Nasserden's question because he opened up an interesting avenue. As Mr. Badanai pointed out, when we were in Toronto both the Lithuanian Council and the Polish Council appeared before the Committee and both expressed views that were very similar to yours in connection with regulations by which immigrants come in. While your statement was a general one, they included with that the question of security as well. You gave us the impression in your statement that perhaps security problems were overemphasized too. Would you like to comment on that, in view of the fact that Hungarians, who came to Canada in such large numbers, obviously were people who badly wanted to leave. Would there be a difference or a greater possibility of others coming with them in another system?

Mr. Baetz: Well, Mr. Chairman, I would like to make a start in response to that question, and perhaps Dr. Kage could follow after. Again, I have to speak from personal experience, having worked in refugee re-settlement and immigration for many years. I personally think that if a foreign power wants to introduce an agent into this country, they can do so. I think they can circumvent our rather standard screening procedures. I think we have to have other devices to track down this

kind of person to keep him out, and to deport him if we find him. But why set up this high, high wall for the general potential immigrant in order to try to keep out a potential espionage agent? I am not trying to suggest that we should do away with all security screening; of course, not, but I do not think that our general immigration regulations should be set so high as to try to keep out the agents.

Mr. Aiken: You would think then that if a person wanted to bring in a more distant relative than a brother or sister, say a cousin, a second cousin or someone that they knew, that the likelihood of an improper immigrant, coming would be no greater than with a near relative.

Mr. Baetz: That is right, because the near relative might also be an agent; you just cannot tell. I suspect, and from my experience I have reason to feel, that very often if a foreign power wants to introduce agents to this country, they will select people who will meet our immigration standards. Why not? I just think these are rather false barriers. I think perhaps I have made the point.

Mr. Aiken: I have just one final question on this point. It does seem that there is a pool of immigrants available from Yugoslavia, for example, people who could be employed in jobs that are available here, mining and similar work; it would be your impression that there would be no danger in opening the barriers a little bit to let these people in, if we needed them?

Mr. Baetz: No. I agree with that. I would not think so. They are like all of us, naturally; if they become engaged in clandestine activities, we have to deal with them. I would not be too worried about this. I worked in refugee camps. First, we were worried that the Nazis were getting in, and then we were worried about the communists getting in. So the barriers kept going up like. The States and Australia, and every other country with major immigration reception facilities was doing the same thing.

Mr. Aiken: Thank you.

Senator Desruisseaux: What happens to the immigrants when they get to Canada, and what is their reaction? I believe there are statistics which show that a number of immigrants want to leave Canada for the United States. What, in your opinion, is the reason for this? Surely our country is as good as any

other one? From your own experience, can you say why this happens, if it does?

Mr. Baetz: Perhaps one of my team members are in a better position to answer that question than I am. My own feeling, as a Canadian, is that I regret this too. I think it is rather foolish that an immigrant who comes to Canada, should want to go to the United States, for example. However, this happens, and it happens quite frequently.

Now, I think some immigrants have the mistaken notion, perhaps, that by coming to Canada, somehow this can be a stepping stone to getting into the United States. If they are at all acquainted with the United States immigration laws, they know that this is impossible because the United States admits immigrants on the basis of the country of birth, not on the country of residence. It does happen that they come here, stay for 4 or 5 years, then move on. This is regrettable. I think, some of them perhaps, are making a mistake, just like Canadians who leave Canada. We have not been able to assess the principal reason for it.

Miss Gertrude Notebaert (Member of the Canadian Welfare Council): I would like to make a comment on that. On the whole immigration process, we always think that things are logical, that human beings will react in a very logical way for a very sound reason that you can detect. My feeling in this is that they dislike part of their adjustment. They may react, without any very definite aim in mind, and just because they have started to move by coming to Canada, if it is not very satisfactory they may move on. They do not only move to the United States; they move from province to province, and this creates difficulty because welfare arrangements are not the same from province to province. They get used to one type of arrangement, then move. My feeling is that we cannot give a very logical explanation for something that is part of the inner difficulty.

Mr. Kage: By and large, we are trying to discuss an assumption, an assumption that this is actually taking place. Now, I am not convinced that it is so; nor am I convinced at all, that the number of newcomers who eventually go to the United States or somewhere else is larger than the number of native Canadians. I think it is the other way. In other words, the number of immigrants coming to Canada does not necessarily exceed their second immigration to the United States. I

think it is an assumption. We have no statistics on this because they are not available. Apart from the total aspect of this mobility, it carries the other danger, of saying that a certain group of people, in this instance called immigrants, are not satisfied. I do not think it has anything to do with satisfaction or dissatisfaction per se. We do know, for example, that many young Canadians proceed to the United States because of certain educational facilities, or research grants or availability of study resources which are perhaps more plentiful in the United States. They certainly would not leave Canada if those facilities were here. Therefore, how do you judge it? Do you say that they are escaping from Canada, or do you say it is because they want to enhance their professional training and are seeking better opportunities? Therefore, I think the shoe is on the other foot. In other words, as we improve the total position in Canada, the staying power will be here for Canadians as well as for immigrants.

As to the mobility of immigrants. I would like to make the following observations. It is not so much moving from province to province. I am stating here, without any hesitation, that in respect of immigrants, as well as other people, the sociological law of human mobility is not very popular now. In other words, by and large, people do not like to move; they like to stay once they arrive. But these things do happen; some opportunity arises where they can improve their position, either for social reasons or economic reasons, and they may move on. The chances of a family unit moving around are much much less, not only because it is more costly, but because of certain stability—children's schooling, and what not. Therefore, single people are more mobile. Besides, our total society is more mobile now. Obviously it is bound to attract the immigrant as well, once they become part of this particular structure.

There is one more fact which, I think, in a sense, is a certain sign of the immigrants status for a little while. Many an immigrant, when they come to this country, find a job and settle down, are as likely as not to change jobs once or twice, not necessarily because they are dissatisfied but having no experience in this particular society it may appear to them that there is something else or something better. One should not get angry with a newcomer simply because they change their jobs once or twice, but rarely do they get a better one. This is my impression. However, after a certain period of time, 6 months to a year, I think they stay put.

Now, re-immigration to another country, or returning to the country of residence is predicated a number of factors, and certainly I do not think the economic ones are the most crucial ones. They are the easiest to explain, by the way, and they are used to justify one's actions but, actually, I do not think they are crucial. They might be personal or social reasons which the immigrant is not prepared to divulge; only the social agency, which is in touch with him, can give you the proper report, rather than the obvious answer to: "How do you like Canada." "Fine." But, it does not mean anything. I really do not think that there is greater mobility among immigrants than there is among the general population.

The Joint Chairman Senator Langlois: Thank you. Mr. Klein?

Mr. Klein: In Toronto and I am sorry I do not remember the name of the particular organization—a question was put as to whether ethnic groups should become more active and more interested, and participate more in the settlement of the immigrant when he first comes to Canada. The answer to that question seemed to indicate that they were opposed to that principle. Would the Canadian Welfare Council be opposed to that principle?

Mr. Baez: We have Miss Edith Ferguson an expert on this particular subject, right here.

Miss Edith Ferguson, Member of the Canadian Welfare Council: I think there are two or three answers to that question. First of all, this idea of Community self-help is not so common in Europe as it is in Canada. I have had Northern Europeans say to me: "What is this united appeal for; the government should be doing that." This is not a tradition with them, and they do not think of doing it. They think this is the business of the Canadian government.

Secondly, where there is a very large proportion of sponsored immigrants with a low education, they simply have not the ability to do it. They have not got the experience. The old settled European group which has been here for 30 or 40 years is too small in relation to the new group. Take the Portuguese in Toronto, for instance. I presume that 95 per cent of them do not have more than four years education. Fourteen years ago there were no Portuguese in Toronto, but now they are between 25,000 and 30,000. What kind of leadership are you going to get there? There is none. This is one of the problems, and I feel

that we should be doing a great deal more, because I feel that if the ethnic groups do it, this encourages the formation of these ethnic ghettos. If there are no Canadian services, they are forced back into their own group, and there they stay. If they go down to the employment office and if there is nobody to talk to them, they tell them to go back home and get an interpreter. So they have to go back to their own group.

While there is an advantage in having this sponsorship system—it is very nice to have the comfort of having your relatives; they help you get a job; they help you get accommodation—it still has negative aspects, I think, because the sponsors themselves need help for several years. They are not able to help the new comers because they came last year or the year before and they cannot speak the language. I think that we, as Canadians, are the people who know, and we ought to be helping them integrate into our society. We cannot expect the ethnic groups themselves to know how to do it.

Miss Notebaert: I would add that we could help them to participate, and we could be advisers, if they accepted us on that basis. We have tried this with a few groups in Montreal. It takes a long time, maybe 2 or 3 years, before you gain their confidence. They very rarely ask you to help them. I think we could act as advisers to these groups.

The Joint Chairman Senator Langlois: You could act as co-ordinators perhaps?

Miss Notebaert: Yes.

Miss Ferguson: I would say there is quite a variety between groups. There are some groups that have a tradition of doing a lot for their own. The Greek groups have the tradition from way back, and they do a great deal for their people. But there are others who do not have this, and do not have the capacity to do it. We have been negligent in helping immigrants adapt. One of the things that bothers me is that we think of these immigrants as manpower units and not as whole human beings. We talk about them being brought in to fulfil the needs of our economy. It seems to me that the greatness of any nation does not depend on the tons of iron or in the miles and miles of pipe lines, but on the kind of people it nurtures. We should be putting a great deal more attention on the people and helping them to get adjusted to the new country.

Mr. Kage: As you see, within the terms of the Canadian Welfare Council and its comprehensive structure, you will find a slightly different approach. Now, I would like to take a few minutes to explain my point of view on all the ethnic groups and societies.

One cannot deal in generalities with such a complex problem, because generality usually deals with platitudes; platitudes contain some truth, and then there are many answers. Generally speaking, social services have to be given to people. Immigrants are not statistics; they are people, and they require the same kind of social services as any other Canadian. There is only one distinction between immigrants and others; they have just arrived in the country. It does not really matter whether or not they speak the language. I will tell you that this is much over-rated, though it is important. They are strangers. They are strangers ethnologically; they are strangers very often linguistically; there are many other strangers who have uprooted themselves and immigration is a very dramatic experience. They have anxieties; there is a need to somehow relieve their anxieties and, therefore, I would say, without any hesitance, that all things being equal, if the ethnic group could provide a professional, competent, training voluntary service, this ethnic group probably would do a better job, not because they are better, but because, I think, it is not so much what you say to a person but, rather, what a person hears you say. That is just as important. But, if the ethnic group cannot provide the service, then obviously you need competent services. It is not a question of blood units; it is a question of what you do with people, and the understanding of people. This is the most important thing.

Again, I would like to emphasize very strongly that immigrants are not a problem—they are not a problem. The vast majority of them require some additional help, and I am not even suggesting financial help. They require some sympathy; they require some understanding, and then they are on their own. There is a certain percentage who do require more consistent and more sustained competent service, yet the percentage among them is not any greater than our own. Three to five per cent probably do require more intensive service. What we really have not done in Canada is this—and again this has nothing to do with the Department of Manpower and Immigration, because, after all, this is a department that is set up to do a certain job, and they cannot become the father, the

mother, the brother, the sister and everything. That is why there is a Canadian community, which has just as much responsibility. Sometimes the department is blamed unnecessarily for many things simply because the person happens to be an immigrant.

Now, what we have not done as a community, as yet, is exactly what was mentioned by Miss Edith Ferguson. We have to help the immigrant to live while they retain their ethnic structure, and for whatever reasons they retain them. It would never refer to it as the ghetto aspect. We do live in groups, as people we have our own groups, and this is also a group. Now, what we have failed to do, is to evolve their own leadership. This is not something that is done overnight. It is a question of training, a question of aptitude, a question of knowing certain things. Obviously, leadership cannot be left just to spring up. As a community, I think, in general, we must have leaders in the voluntary sector. It is difficult in any setting. Ask any agency how many good members of board of directors they have. Perhaps banks or trust institutions have them. Social agencies have live boards; some are active and some are inactive. We have to help the immigrant evolve leadership. When I say "help", I am not implying it in a sense that we should set ourselves up as advisers. Advisers in the practical sense, yes. But to go to an immigrant and say: "I will advise you because I am better than you, "will not be accepted. Besides, I am not quite sure that our ways are actually better than his. He is just as smart as us. There are certain things that perhaps are different. Therefore, we have accepted to evolve their own internal leadership groups.

From the studies that were made in Canada and in the United States—more in Canada than in the United States because, fortunately, we have not gone through the melting pot process—I would say, basically, that the conditions we found, in terms of Canadian history after 1871 and the opening of the West, was that large groups of immigrants settled in the Western provinces and so on. There is no doubt that much of their moral support, in spite of very adverse economic situations, changed because of group cohesions. There was something which was familiar. Therefore, ethnic groups, as such, is not necessarily the answer but, at the same time, ethnic cohesion or any group cohesion—it may be a labour; it may be a professional situation; it may be the House of Commons; it may be the Senate—helps the basic morale of the people. Even if

a competent service lacks certain ethnic leadership, I believe this service may be better. There is not certainty about it but, all things being equal, I think it can be applied.

Mr. Klein: There also was a statement made on which I would like to get your opinion. I personally thought it a little surprising. I do not know whether I am quoting it correctly, but the gist of it was that in respect of immigrants that have difficulty learning the English or French language, their children also present problems in the community where they live. Would you agree with that?

Miss Ferguson: I would not say that the children are so much a problem to the community. I think there is a culture conflict, in some cases, between the two generations. We have this even in Canada, between our teenagers and their parents; it is aggravated to a greater or lesser degree, depending on the kind of parent they have. I would say there is some conflict in respect of parents who come from a remote world society, with traditions going back 300 years, because the children become Canadians and the girls want to break—they want to wear lipstick and go to parties, but they cannot because no nice girl from that part of the country goes out at night. No woman goes out at night without being escorted by a male relative. This is just not the respectable thing to do. Their marriages are arranged. This happens in this kind of society. I would think parents who are quite at home in the new society—

Mr. Klein: Are you speaking of it in the context of the strained relationship between the parents and the children.

Miss Ferguson: Yes.

Mr. Klein: They did not say that.

Miss Ferguson: Well, sometimes—

Mr. Klein: The strained relationship between perhaps the children and the new society.

Miss Ferguson: Well, sometimes it breaks out into society because of the rebellion of the child. I would not think this is serious. You read all the time in American books about the second generation problems. They come out maybe a generation later.

Mr. Klein: Yes.

Miss Notebaert: In cases referred by social welfare courts, even the judges felt there was

probably something between the parents and the children. When we worked on them it was really there. There was rebellion against control. Some parents were really relying on the former culture and children were attracted by the new life. They may have, because of that, rebelled and acted out their feelings in society.

Mr. Klein: You have a sociology department, I presume, in your welfare organization.

Mr. Baetz: Yes, the Department of Social Research.

Mr. Klein: Do you deal also with problems in the family?

Mr. Baetz: Yes, we do.

Mr. Klein: Would you say that the immigrant is neglective of his family obligations more or less to the same degree as the other population in Canada, or does the immigrant have a greater attachment to his family?

Mr. Baetz: Well, we have not done a study on this particular question. If I were to say something, I suppose it would be a generalization. As a generalization and as a personal thought, I would suspect that the family cohesion among immigrants is probably greater than it is in the Canadian family. Now, if you gave me a day I could perhaps give you statistics, and hence suggest studies and findings to you which might bear this out. I may be wrong—perhaps some of my colleagues here could speak with more authority.

Mr. Kage: Yes, I can give you an answer. We have a fullfledged social service department dealing exclusively with newcomers, and quite a few thousand families were dealt with. The problems between parents and children among newcomers were (a) the same problems you have among parents and children in the general population. There is bound to be conflict, and sometimes one is not quite sure whether the children are the problem or the parents are the problem. Now, one is not sure about this. The second problem was this. Obviously, when the child, going to school, reaches a certain stage where the parents fall behind, this is bound to create what you would call a cultural conflict, but again it should not be applied generally to all immigrants. It depends on where they come from. Do they come from an urban area? What country do they come from? Do they come

from a backward area where there is a different culture. We should not forget that with the facilities we now have—television and radio, and whatnot, our cultures are coming quite close together. Many a new immigrant, when he arrives here, is not an immigrant of the end of the 19th century. He is a completely different person. But there could be some societies where certain roles played by the father and the mother are not the same. More important than the question between parents and children is sometimes the emancipation of women. It grows at a much faster pace after they arrive in Canada as compared with countries where lip services are being paid to the equality of women and men. I am not quite sure who is more equal. The fact remains that this emancipation aspect can result in somewhat of a catastrophe, and sometimes it has psychological implications because, if the woman works, it may reflect on the ability of the man to provide for his family, and all those things. I think, after awhile, when they see their neighbours doing the same thing, they accept it as part of the family pattern. As far as family cohesion is concerned, I think, in my experience, there is very little breakdown of family cohesion among immigrants—very little breakdown.

Mr. Klein: In other words, they make very good citizens.

Mr. Kage: Yes. There is no doubt about that. There is very little breakdown.

Mr. Klein: I notice in your brief, and I referred to it previously, on page 6:

There is no evidence to suggest that immigrants are more dependent on public assistance than other persons.

There have been statements made from time to time that immigrants are a drag on the community by being welfare recipients, and that one of the reasons that has been given in the past for restricted immigration, in this sense, is because they swell the welfare ranks. Is this a true statement?

Mr. Baetz: Well, Mr. Chairman, I should like to comment on that. We, in the Canadian Welfare Council, realize that this accusation has been made on various occasions. We have not done systematic research on this particular question. We have, however, had long talks with the public welfare administrators of the major cities in this country who are members of our council, and the reply we get, in a general way, from the welfare administrators of our major cities, where most of the

immigrants are living, is that there is no evidence to suggest that the immigrants are in fact swelling the public welfare rolls. We did talk to welfare administrators on this particular question because, very early in the sittings of this Committee, this particular suggestion was made; we heard about it and we started our own work. The public welfare administrators say they have no reason to believe that the number on their rolls has increased because of immigrants. They also tell you that it is very difficult really, statistically, to prove this because, generally speaking, the public assistance relief rolls are not broken down as to whether or not one is an immigrant. However, in one of the cities—I do not want to mention the name of the city but it is the second largest city in this country—the public welfare administrator did tell us that that department did a study some years ago to try to answer this particular question. They did not attempt to keep statistics or to identify the relief recipient rolls as to who were immigrants and who were not, but they took a census tract of an area of the city they knew was populated by old Canadians mainly, although there were some immigrants, with a low income. They compared that census tract with a census tract of another area in the city where they knew 95 per cent of the people were immigrants. They compared these two census tracts and found that in fact there was a smaller percentage of people listed in the census tract of the area where there were mainly immigrants on the relief rolls than there was from the census tract of the area where there were old Canadians, shall we say. Now, that is, from a straight scientific research point, as close as we can get. Beyond that we can speak about hunches, ideas and thoughts, but we are not sure. Quite frankly, if the charges, questions or assumptions are made frequent enough to this Committee here that in fact the immigrants do swell our public relief rolls, I would hope very much that the Canadian Welfare Council or some other organization in this country—perhaps a university or whatever—would do, for once, research on this question. It would not cost much money, and I think it would help public opinion mainly, to decide, for instance, whether this is true or whether in fact it is not true. I really feel that here in Canada particularly we have been living with some pretty unsound assumptions on this question. Certainly we cannot answer them categorically, but I think with minor research we could find out.

Mr. Aiken: Would it not be a reasonable inference that most immigrants, particularly in the earlier years of their immigration, would hesitate to go to a public agency of any kind for fear that they might be sent back or identified in some way that would be unpleasant for them. Would this be a logical assumption which would back up your conclusion?

Mr. Baetz: This, again, is an assumption and one has to be a little careful about assumptions. Again, I think one could objectively look at this. I think the hunch was indicated earlier in this Committee session, that they are in fact afraid to apply for relief because, by law, in the past, they have been subject to deportation if they become public charges.

Miss Notebaert: One question I asked myself was whether we should have welfare distributions and security controls spelled out at the same time in the same book. I think the provisions for welfare should be spelled out to the public so that we can get the people's reactions. They are afraid of this control and so they hesitate to go for security measures.

Mr. Dinsdale: If I am going to get in on the discussion I shall have to get in via a supplementary, unless I am interrupting again. As I indicated this afternoon, I wanted to join in the questioning, but I seem to have been lost in the shuffle. My question arises directly from what Mr. Pelletier said, and revolves around this question of welfare.

Mr. Pelletier made the statement that in 1955, in the city of Montreal, there was almost a saturation of the welfare services as a result of the influx of immigrants. Unfortunately, he did not specify it, and I am wondering whether it is true that this taxed the resources of the welfare facilities of Montreal to the limit?

Miss Notebaert: Did he say in 1955?

Mr. Dinsdale: In 1955.

Miss Notebaert: My agency started in 1955 so I do not know anything about that.

An hon. Member: That was in the winter of 1955.

Mr. Kage: This type of question is like asking do you beat your wife or not? One could take the years 1955 to 1957, or perhaps it would be easier to take the years 1931 and 1932, during the depression, but by and large, even if you made a scientific objective study in the field—I would say that even the most

objective study would be quite subjective—one can prove whatever he wants by using certain statistics and by manipulating certain facts and statements. He can prove almost anything, but the question is a different one. First of all, before you can attempt to prove scientifically whether or not immigrants swell the public relief rolls, you have to define who is an immigrant, what is an immigrant, and how long does an immigrant remain an immigrant. Now, if you can define this, then, perhaps, you could make a study. But who is an immigrant? Is an immigrant a person who has been residing here for 30, 25 or 5 years? Is he a citizen or not? You would have to go back to the basic criteria established in the public welfare throughout Canada—not only in public welfare, but specifically in public assistance programs. Would you assume, or would you say that a resident is entitled to certain kinds of public assistance? In other words, residency is assumed as a criteria, and residency in a province, let us say, is one year. Now, if you consider the criteria are just, and apply them to the people who have been here for less than one year, then make a study of this group, you will find certain things. Otherwise, you will get yourself into an impossible situation as to the definition. Going back to any one year, I can say this much; that in any recession period, on the basis of past experience—our past experience is not necessarily history; it is only a guide for the future, although it is not necessary that we look at it that way—you will find that people who are hired last are fired first. If they happen to be immigrants who are in trades or occupations that are harder hit by a recession, obviously you will find that this particular group is fired first, and that they may need some public assistance. If you take another industry, and another period—not a general recession period—you will find a different situation. Therefore, what may happen at a certain moment in the life of a community, or even the life of a country, is not a criteria of judgment. But, I think perhaps you also have to look at the following things. What about the positive things with respect to human capital, manpower and what not? You can certainly assume this. I would ask you to weigh the contribution to the economy and to the social development of Canada of the large group of immigrants who are not on unemployment insurance. To come back to what happened during the depression, in the 1930's, is certainly not sound thinking. We have to

look forward at our economy, to what is being evolved right here in this house, rather than to what happened before the introduction of the Canada assistance plan. The picture was quite different before the introduction of unemployment insurance. Obviously the picture was quite different before the introduction of family allowances. Obviously the picture was quite different before the introduction of old age pensions. It is a different story altogether. We seem to forget that we have to work toward the co-ordination of social services rather than to have the many different aspects that we have. Again, speaking about immigrants as a group, first, I would insist on a definition of first, who is an immigrant and, second, how long does an immigrant remain an immigrant. It is only then I think we would be able to judge. Otherwise, all we have are statements.

Miss Notebaert: Referring back to history, in 1955—

Mr. Dinsdale: Yes, this is the year, not the depression.

Miss Notebaert: —when we started our agency, you know there was an internal migration problem. At that time in Montreal they were very concerned about rural people trying to establish themselves in Montreal, and they felt the same way, that these people would probably be on relief if they came to Montreal. The tendency was to deny Canadian people, who have lived and were born here, of settling in Montreal at that time, feeling that the welfare department would not be able to take it. If they did take statistics of immigrants at the same time they really felt the same way. This is what we were up against when we began because we served internal migrants as well as the others. We always had the same feeling in 1955. Nobody should move. Now we have to accept mobility from inside Canada and probably from outside.

Mr. Dinsdale: I was interested in Mr. Pelletier's comments because I have found it is very difficult for immigrants to get the proper welfare services, particularly emergency services, they require, and apparently the attitude of Montreal was different in this respect, they were quite happy to accept full responsibility for emergency welfare care of the immigrants.

Miss Notebaert: Not only Montreal, the province of Quebec is trying to take responsibility.

Mr. Dinsdale: I would like to get some further information on this point because there is no clear-cut pattern in this regard. I know of cases, and it is not spelled out because there is no specific program. I note you mention specifically in your brief that there should be some responsibility, perhaps, for social welfare by the Manpower Department. In the case where an immigrant family suffers from chronic illness shortly after their arrival, where does the responsibility lie, and where do they go for assistance?

The Joint Chairman Senator Langlois: I think Mr. Baetz has a comment on this.

Mr. Baetz: Certainly, Mr. Dinsdale has put his finger on a very, very crucial point which, as you all here know, derives from our constitutional division of this jurisdiction. Certainly this is going to require the most careful examination by the federal government, the provinces and the municipalities. I think gradually, as far as public assistance or social services are concerned, responsibility for this is going to evolve, in the first instance, upon the provinces and the federal government, in spite of our constitutional basis and away from the municipalities.

The trend, if you look at the social welfare structure in this country, gradually is toward the municipalities more and more losing responsibility for welfare. Maybe it is a bad thing and maybe it is a good thing. For example, in the province of Quebec, I believe the only municipality in that province that still has responsibility for its welfare services is the City of Montreal. The rest of the province is managed out of the provincial capital, Quebec City. We have seen the developments in New Brunswick where programs and so forth are taken out of municipal hands and moved toward the provincial capital. Saskatchewan has the same thing. In Ontario, to a large extent it is still with the municipalities. However, the hiatus or the gap that still exists is between the federal and provincial levels. I really think that this committee and the department would have to look very, very carefully at this gap—one department bringing people in and another government or jurisdiction assuming responsibility for them when they arrive. It is further complicated when the municipality is still in the act. But I suspect gradually the municipality is going to be moving out of this picture.

It is a very serious question really. You bump into this every time you talk about social welfare for Canadians or anybody else,

this dichotomy, the hiatus. I hope perhaps that we, of the Canadian Welfare Council, hope this committee can find the answer to this particular question.

The Joint Chairman Senator Langlois: It is a pretty tall order.

Mr. Baetz: It is a tall order.

Mr. Dinsdale: You have made some good recommendations in this regard. There has been the tendency to pass the buck from one level to another and vice versa. From your experience, in direct contact with the problem, has the power of deportation ever been exercised in cases of immigrants or immigrant families becoming public charges?

Mr. Baetz: To my knowledge, none. Now maybe some of my colleagues here would know of cases, but to my knowledge, none.

Miss Notebaert: I think prior to seven or eight years ago there were a few cases, but we do not see them now. I think it is a more or less voluntary going of a person unable to adjust. We even finance it sometimes through other sources, so it is not a deportation. In this connection, we think mostly of psychiatric cases and even then every effort is made not to deport them. The Immigration Department is not insisting, as far as we know, in Montreal.

Mr. Dinsdale: Have you made a study of welfare provisions in other countries for immigrants—in Australia, for example, or in a country like Germany where they are importing a lot of temporary labour. Do the governments there provide welfare assistance for the immigrants or temporary workers?

Mr. Baetz: I attended a meeting in Europe last year on this whole question of guest labourers, as the Germans call them. They bring them in not as immigrants but as guests who will be working there. West Germany has the same problem in this respect as Canada has because it is a federal state. The states have jurisdiction over education, health and welfare as they do here. I did hear a representative from Bonn talk about this same problem, where the jurisdiction of the federal government ends and where that of the state begins. There was real concern on this question. Now other countries, where there is a unitary sort of government, seem to have less problems in this regard.

Mr. Dinsdale: I notice your brief recommends the removal of financial responsibility

for sponsored immigrants. What is the reason for that recommendation? Have you found, in cases where sponsors failed to live up to this obligation, it has resulted in some distress to the immigrants sponsored?

Mr. Baetz: Perhaps I could start to answer that with a philosophical point of view. In this country at this particular time a family, except in a few instances, does not have financial responsibility for someone who becomes dependent. For example, when an aged parent has to go to an old folks' home in this country he becomes a public charge. In most provinces—there are exceptions and I believe British Columbia is one—the family does not have legal responsibility to look after the aged person. This is somewhat different in the United States and they are having all kinds of problems where a family does have, in the first instance, legal responsibility for someone in the immediate family who becomes dependent, including an aged parent. But we in Canada think we have been perhaps a little more enlightened about this and also perhaps more practical, because it is very difficult to enforce. For example, in British Columbia, where until recently this has been the law, they simply do not try to enforce it because it is impractical. So I guess perhaps from a philosophical point of view we have felt if we do not impose upon the Canadian family this kind of legal responsibility for financial support of someone who happens to end up as a dependent, why should we impose this upon an immigrant who, in turn, has sponsored a close relative. I am sure Dr. Kage has much more to say on that.

Mr. Kage: It is one of those extremely difficult questions to answer. It is difficult not only from the philosophical point of view, because the philosophical point of view has been clearly stated by Mr. Baetz, and that is what it is. This is evidently the way we are going, and this has been the experience in the social security system in Great Britain. There is this uniformity kind of thing; an acceptance once you are accepted. Then you have to allow for differentials. The differentials do exist whether they are on a regional basis, national basis or in general.

I will express my opinion. As to the first question, for example, the provincial and municipal responsibility. By and large, the municipal question of welfare has not created too much of a problem with the exception of certain municipalities. If the municipality wants to make trouble it can, unfortunately.

By and large, I would say, without any hesitancy, they are wrong.

With reference to sponsorship responsibility, at this stage of development I would not completely ignore this aspect. I think there is such a thing as a certain responsibility for sponsorship. The question is to what extent. I think this is the crucial question. If sponsorship breaks down and it is an honest breakdown obviously it has to be accepted. But if, let us say, somebody says that if you bring in a family you have to be responsible for them for five years. As I mentioned before, I challenge anyone in this House to sponsor an immigrant and be responsible for him for many years. It is just impossible. Therefore this is a burden that is unjust and unnecessary, by the way. If sponsorship should include the responsibility for reception and initial help it may be in many ways justified and even accepted by many people because it translates a certain responsibility at this stage of development in our society. But this is the sort of tragic thing that can happen. Let us say a person arrives in Canada today and something happens the next day or a week later—illness, strikes or what have you. If he happens to reside in the province of Quebec the person is eligible for hospitalization services only after three months of residence. Well what happens during the first three months? You have to question the logic of the legislation. Why is it three months? If you happen to reside in Ontario then I think a statement is required that when you sponsor an immigrant you will enrol him in the Ontario medicare program. I am not sure how it works but perhaps they become eligible immediately. It is those gaps that are definitely unjust and somehow, I believe, they should be removed. While it is a provincial matter, perhaps suggestions coming from a body like this may be helpful, because it just does not make sense.

On the other hand, not being involved in legislation, perhaps the legislators had some reason for introducing those small town limitations. But in the in-between periods there really is a gap. Sometimes it is very difficult to face and usually the voluntary agency has to step in. There are those who come to the voluntary agency and there are those who are afraid to come and, as a result, there is human wastage, illness and tragedy. There are those gaps. By the way, those gaps exist not only for immigrants. If a person from Ontario, unless he is enrolled in a hospital

scheme, should come to Quebec, he will also have to wait three months unless there is a provincial interchange. We hope that these gaps, through legislation and the efforts of the Canadian Welfare Council, will somehow be filled up.

Mr. Dinsdale: Australia has had a very vigorous immigration program. Do you know, Dr. Kage, how it handles these problems?

Mr. Kage: Mr. Dinsdale, I would be hesitant at this point to make a statement. My knowledge about those things is more of a conversational nature rather than of the kind to make a statement. I would not want to do so at this point. The only thing I would say is that Australia is probably handling it in the same manner as is done here. I think they have less difficulty between the states and the federal jurisdiction. In other words, there is more uniformity along the lines of Great Britain rather than the divisions as between the provincial and federal jurisdiction on welfare. I think there is difficulty there. At least, I would assume so.

Mr. Dinsdale: I think we can conclude from your brief that you are certainly recommending better co-ordination and more adequate coverage if we are going to have an immigration policy that really meets the need.

Mr. Kage: I have not gone further than this. I would like really perhaps to say that we do recommend that an advisory committee be set up—call it consultative; the name really does not matter—because one of the difficulties is that social agencies do not come together consistently and systematically enough to share their experiences, not necessarily to criticize this one or the other one but to see actually what happens. The Canadian Welfare Council for some time had a standing committee on immigration, which has not been convened for quite a while. Even though the department has been represented on several occasions at conferences, meetings and so on, I think if it had a consistent body of an advisory nature where those things would be brought out in the open, perhaps certain measures could be instituted through the Department of Manpower and Immigration. It is more important to influence the various provincial bodies that deal with welfare because this is definitely provincial jurisdiction where those gaps could be closed. On this basis, co-ordination would be important, as well as the sharing of information, the preparation of studies and so on. Questions have been asked here which cannot be answered

because the statistics actually are not available. It is a fact; they are not available. Therefore, all we can do is give educated guesses, and that is what it amounts to.

Mr. Dinsdale: Thank you.

The Joint Chairman Senator Langlois: Any further questions? Gentlemen, this concludes the evidence in respect of the submission by the Canadian Welfare Council. Have we unanimous consent to have the submission printed as an appendix to our minutes of proceedings and evidence?

Mr. Klein: Mr. Chairman, that was read.

The Joint Chairman Senator Langlois: Not completely, though.

Mr. Klein: Well, almost completely. I think it would be redundant to do it. However, it is up to the committee but I think the brief was practically read.

The Joint Chairman Senator Langlois: Is it agreed?

Mr. Aiken: Mr. Chairman, I was not here when the brief was presented but if it has been presented verbatim it would not be necessary to print it again.

The Joint Chairman Senator Langlois: Well, it was not verbatim but, substantially, it was put on the record, let us say.

Mr. Aiken: It is not really that long, I do not think it makes any difference.

Mr. Badanai: I think perhaps it would not be any hardship on the equipment to have it printed verbatim in the proceedings of the committee. Even if there are repetitions I think they are worthwhile repetitions. We can read them over again.

The Joint Chairman Senator Langlois: Agreed?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: Now I have the pleasant task of thanking Dr. Kage, Miss Ferguson, Miss Notebaert and Mr. Baetz for their excellent presentation and for having given so much of their time to answer our questions. I am sure that your contribution will be of great assistance to the task of the committee. Thank you very much.

Mr. Dinsdale: Has the Chinese community not made any requests to appear?

An hon. Member: Of course they have.

The Joint Chairman Senator Langlois: We have had word from Vancouver that they did want to appear.

Mr. Klein: I understand that there is a Chinese organization in Toronto that has filed a brief, and this brief will be circulated tomorrow. If you think it would be useful to have representatives of this organization come, we might call them in Toronto and ask them if they care to come. Would you prefer to wait until we get the brief or do you think we ought to arrange a time now.

An hon. Member: As long as they have been provided with the opportunity to appear—

Mr. Dinsdale: I am amazed that we did not have representations in Toronto or Montreal, for example.

Mr. Klein: I personally would say, Mr. Dinsdale, that I think we have had as many briefs as we need.

Mr. Dinsdale: Theirs is a special problem.

An hon. Member: Do you think so.

Mr. Nasserden: What is left?

Mr. Klein: The Canadian Medical Association is scheduled to come either on the 14th or 16th. There is the Sons of Italy. There is one private individual, I think, who wants to come on behalf of an organization. The Canadian Polish Engineers will be here on March 7, and then also on March 7 a construction company would like to make some representations. I do not think we should go beyond the 16th of March. Mr. Dinsdale, do you feel, if there was only one Chinese organization that filed a brief, that perhaps we should invite them to come before the 16th, if they desire to come?

Mr. Dinsdale: Yes, I think perhaps we should let it be known so that they will not have any complaints after we have finished studying the brief.

The Joint Chairman Senator Langlois: I suggest we adjourn at the call of the Chair.

Some hon. Members: Agreed.

APPENDIX S

SAMPLING OF EDUCATIONAL LEVEL OF IMMIGRANT WORKERS (30,227 cases)

JANUARY TO JUNE, 1966

COUNTRY	SPONSORED WORKERS					UNSPONSORED WORKERS				
	GRAND TOTAL	University Graduation	10 years or more of schooling		Total Sponsored	University Graduation	10 years or more of schooling		Total Un- sponsored	
			schooling	less of schooling			schooling	less of schooling		
Great Britain.....	11,316	1	139	50	190	667	9,636	823	11,126	
Austria.....	782	1	23	24	48	26	469	239	734	
Belgium.....	390	0	9	30	39	33	196	122	351	
Denmark.....	366	0	6	2	8	4	328	26	358	
Finland.....	137	0	2	6	8	10	73	46	129	
France.....	1,848	2	32	102	136	53	1,033	626	1,712	
Germany.....	2,580	1	82	129	212	55	1,838	375	2,368	
Greece.....	1,355	1	211	906	1,118	7	140	90	237	
Ireland.....	1,445	0	4	2	6	29	344	66	439	
Italy.....	5,844	3	387	3,988	4,378	24	631	811	1,466	
Malta.....	127	0	8	49	57	0	48	22	70	
Netherlands, The.....	1,061	0	18	30	48	22	622	369	1,013	
Norway.....	122	0	0	3	3	8	71	40	119	
Portugal.....	403	1	6	273	280	1	28	94	123	
Spain.....	283	0	24	63	87	17	126	53	196	
Sweden.....	167	0	4	2	6	13	115	33	161	
Switzerland.....	980	1	69	69	78	31	664	207	902	
Egypt.....	262	16	68	51	135	39	77	11	127	
Hong Kong.....	437	3	22	33	58	130	220	29	379	
India.....	294	0	25	31	56	85	151	2	238	
Israel.....	276	5	16	21	42	16	151	67	234	
Pakistan.....	6	0	1	2	3	1	0	2	3	
Philippines.....	746	1	5	3	9	345	390	2	737	
TOTALS.....	30,227	36	1,100	5,869	7,005	1,616	17,451	4,155	23,222	

Note: This sampling was based on data obtained prior to the immigrants' departure from abroad and hence the survey was restricted to only those countries in which Canadian Immigration Affairs Officers are located.

APPENDIX T

Submission by Canadian Labour Congress to
The Special Joint Committee of the
Senate and House of Commons
on Immigration

Mr. Chairman and Members of the Committee:

1. The Canadian Labour Congress appears before you today because of its long-standing interest in immigration. This interest precedes the existence of the Canadian Labour Congress by many years and goes back to the early years of the organized labour movement in this country. The White Paper on Immigration provides an opportune occasion for the Congress to submit its views and more specifically to provide you with its appraisal of the proposed immigration policy outlined in that document.

2. It may be well to point out here that the Canadian Labour Congress embraces some 1,300,000 members in every part of Canada. Many of its members are of immigrant origin, a natural reflection of the fact that many Canadians fall into the same category. But the Congress is concerned about immigration not only because of its composition, although this would give it a legitimate interest, but also because it regards immigration policy as being inextricably a part of governmental policies on economic growth and employment opportunities. At the same time, our immigration policy continues to indicate Canada's attitude towards the people of various parts of the world with reference to their desirability as immigrants and as potential Canadian citizens.

3. We wish at the outset to make clear one aspect of our position. We are completely in favour of the admission of some categories which might by ordinary standards not be admissible. We refer to the admission of refugees and others on humane grounds as contemplated in paragraphs 35 to 37 of the White Paper. In a world troubled by strong and often violent political conflict, the problem of refugees is likely to be a continuing one and we therefore welcome the prospect of formal arrangements on a continuing basis for the admission of refugees. Undoubtedly, a good many of these will be as good prospects as those who come under more normal circumstances. The refugees who were admitted from Hungary a few years ago are a case in

point. But there are bound to be others whose admission can be considered only as an act of grace and of international responsibility. Room must be made for these as well and the "fair share" referred to in the White Paper must be determined in the light of Canada's resources. Canada's attitude must be generous rather than niggardly, willing rather than reluctant.

4. We wish also at this point to deal with the proposal contained in paragraphs 38 and 39. We refer to the declared intent to remove from the Immigration Act and the regulations those provisions which imply a racist immigration policy. The Immigration Act has for too many years stigmatized Canada as a country which selects immigrants on the basis of such irrational criteria as ethnic origin or colour. We refer specifically to Section 61(g) under which the Governor-in-Council may make regulations which are clearly open to discrimination and abuse. Canada has not adhered, officially at least, to a "white" policy but in practice has been not far removed from it. Our immigration policies have been such as to indicate preferences placed on nationality and colour, with citizens of north European countries enjoying high priority and others in a descending order, with those of Asian or African origin well down at the bottom. Thus, for example, so-called coloured members of Commonwealth countries in the Caribbean have encountered difficulty in entering Canada unless, if women, they were prepared to come as domestics or, if men, they possessed sought after skills or professions. We therefore welcome the stated intention in paragraph 39 of "removing the last vestiges of discrimination from immigration legislation and regulations, by continuing to respect the wishes of other countries as to the extent of our promotional activity, and by ensuring a high standard of protection and a ready welcome for all acceptable immigrants of whatever origin." We wish to add, however, that it is quite possible for the Immigration Act to be technically free of any taint of discrimination but for discrimination to exist nonetheless. This is possible through the kind of instructions which are given to immigration officers and the location of immigration offices abroad. We propose to deal with this more fully below.

5. The Canadian Labour Congress has at no time opposed immigration as such. It has recognized the contribution which immigrants have made to Canada and has assumed that

immigration was necessary for continued economic development. At the same time, however, the Congress has expressed apprehension at an immigration policy which ignored economic circumstances and which permitted and even encouraged immigration at a time when the economy was slack and large numbers of Canadians were unemployed. It would be idle to deny that many Canadian workers still share this fear.

6. Any long-term commitment to immigration must carry with it an undertaking to maintain a high level of economic activity associated with expanding job opportunities. We wish to emphasize, therefore, the statement contained in paragraph 22 that "a selective immigration policy today must be planned as a steady policy of recruitment based on long-term considerations of economic growth." What is there expressed as a proposed formula should be converted into an effective policy. In short, as we have suggested above, immigration cannot be separated from economic planning in general. Governmental measures which will stimulate and maintain a buoyant and full employment economy are also likely to make possible a steady flow of immigration since there will be room for their absorption into the economy.

7. The views enunciated in the White Paper are on the whole based on an optimistic appraisal of Canada's future. But we cannot ignore the fact that Canada's economy has not been consistently expansionist. There have been recessions and there has been considerable unemployment from time to time since the end of the Second World War. The present largely illusionary fear of inflation may lead to restrictive fiscal measures which may have a braking effect on the economy and produce still another economic set-back. Should this occur, it is altogether too likely that the intended long term immigration policy will be scrapped and that there will be substituted in its place the policy of "turning the tap on and off in response to short-term economic conditions" (see paragraph 22). This is not in Canada's interests nor is it likely to be a policy which will succeed in attracting the kind of immigrants which Canada wants. We must reiterate here that the basic prerequisite for a successful immigration policy is an economy which is consistently dynamic, which provides for rising living standards and which makes jobs available to all who are able and willing to work. As the White Paper itself quite properly points out, it is not the vastness of Canada's area that justifies immigration

but its enormous physical resources, its highly developed industrial complex, its literate and skilled population and its system of value judgments which recognize the propriety of an equitable distribution of the wealth that is produced. A large population is of itself no guarantee of prosperity. But a growing population effectively engaged in productive work and the rational exploitation of natural resources and of domestic and world markets is in itself a contribution to growing prosperity.

8. It is well to point out that nowhere in the White Paper is there any indication of what volume of immigration the government considers it necessary to aim for. Nor is there any statement as to why natural increase in population will not be sufficient for Canada's future manpower needs. We would have considered such statements as an essential part of a policy statement on immigration. Since the emphasis is on attracting skilled manpower, we wonder also about what skilled categories will be sought, both over the short and the long haul. Should immigration be maintained at about the rates of the last decade? At higher or lower rates? What if any projections has the Department of Manpower and Immigration made in answer to these questions? We believe that these are basic questions to which your Committee should seek answers before it is satisfied that the White Paper represents a feasible immigration policy for Canada for the foreseeable future.

9. Apart from the humane considerations to which we have already referred, the White Paper deals broadly with two types of immigrants: the non-sponsored immigrants who are admissible by virtue of their potential contribution and the sponsored immigrants whose admission is based on other but very valid considerations. We propose to deal first with the non-sponsored immigrant and to examine the very considerable emphasis which is placed in the White Paper on the importance of educated and skilled immigrants and the alarm which is expressed at the possibility of admitting large numbers of uneducated and unskilled immigrants (see paragraph 24). We can readily appreciate the importance of a skilled labour force as a means of increased productivity. But we submit that Canadian immigration policy may encounter frustrations and may contradict other Canadian policies by an excessive emphasis on attracting skilled workers and a failure to accept unskilled workers capable of being trained in Canada.

10. To a very considerable degree, Canadian employers have enjoyed a subsidy at the expense of their counterparts in Europe and elsewhere. To the extent that skilled workers were encouraged to migrate to Canada and to find employment here, Canadian employers obtained a ready supply of already trained workers whose training had occurred elsewhere at someone else's expense. The result of this has been a very considerable disinclination on the part of Canadian employers to engage in on-the-job and in-plant training which is characteristic of other industrialized countries. This has meant not only that unskilled workers in other countries have not been made welcome but that native Canadians without requisite skills have encountered and continue to face difficulties in finding work. But as the White Paper itself indicates (see paragraph 20), the opportunity to siphon off skilled workers from abroad has diminished. Skilled labour is scarce in the European countries which have historically been our primary sources while other countries are also competing for workers from these same sources. It may be well, therefore, to place rather less emphasis on skill and more on potential ability to acquire skill.

11. The tendency for Canada to skim off the skilled and the professional from the labour markets of other countries has exposed us to criticism. The developing countries are a case in point. Many of them are over-populated and suffer from a high rate of unemployment and a low level of skill. They would welcome emigration of some of their people to ease their own burden and to facilitate their economic development. But they can hardly welcome an immigration policy which drains off their relatively small numbers of trained and professional workers leaving behind those who have the least contribution to make. Canada is thus faced with a contradiction in policies. On the one hand there is a commitment to assist the developing countries through a variety of programs; on the other, a tendency to deprive those countries of the very people who might make those programs feasible. We do not propose that Canada should restrict itself to the admission of unskilled immigrants alone nor are we in favour of seeing the establishment of policies in other countries which would restrict emigration. We are quite well aware that restrictive exit policies are more typical of authoritarian regimes than of political democracies. There may be no easy solution to this problem but

we believe that it is one which Canada has some obligation to explore in concert with other countries.

12. It may be argued that the United States drains off skilled and professional workers from Canada just as Canada does from elsewhere; that this is a universal phenomenon. According to a report prepared for the Economic Council of Canada in 1965, Canada "actually experienced a very considerable net gain in the total international movement of (professional and skilled) workers" (*Immigration and Emigration of Professional and Skilled Manpower During the Post-War Period*, by Louis Parai). But to say this is not to deal with the problem of relative scarcity of skilled manpower. It is clearly a problem on an international scale and it is doubtful whether it can successfully be solved by countries poaching on one another's preserves. If it is, as we suggest, a global problem, then global remedies should be sought. The migration of peoples, the training and allocation of skilled personnel (in a context of freedom of individual choice), need international remedies and Canada should play its part in seeking solutions. Placing a welcome mat outside of our own door is not enough.

13. There are a number of assumptions in the White Paper with which we tend to differ. A statement is made (in paragraph 26) that "it is as certain as any economic prediction can be that, with accelerating technological change, proportionately fewer and fewer jobs will be open to people with little education." While it may be true that in certain occupations, industries and sectors of the economy this may occur, nevertheless we feel that there is good reason to doubt the validity of such a contention without any qualifications. However, it has been suggested that accelerating technological change may not only provide fewer and fewer jobs to people with little education but fewer and fewer jobs absolutely. If this assessment is at all accurate, it places in jeopardy the whole concept of large scale immigration over a long period of time. So far, we have not seen evidence of this extreme form of technological change. By and large, we are not alarmists in this connection. We foresee an almost limitless volume of demand for goods and services, not only in Canada alone but throughout the world. Given a commitment to satisfying this demand, it is not a surplus of labour that we are likely to be concerned about but a scarcity. Nevertheless

we have found it necessary to raise this point since there have been considerable numbers of technological changes which have eliminated the premium on skills even where the need for human labour itself was not completely eliminated. The large and growing number of entrants into the service industries, where relatively little skill is required, is evidence in itself that not all changes in labour demand lead in the direction of educational or skill requirements.

14. Elsewhere (in paragraph 41) the statement is made that "while there is no perfect measure of adaptability, the best indication we have is a man's basic educational level: it is this that best enables him to learn the changing specific skills that are in demand at different times." We would in this case be disposed to argue that adaptability is a two-way street; that Canada must not only insist on adaptable immigrants but must also adapt itself to the immigrants who enter our country. Our success hitherto in assimilating relatively uneducated sponsored immigrants is in itself an indication of adaptability and it would be short-sighted on our part to overlook this fact. The need for educated immigrants is not absolute and it is dangerous to make this an absolute condition for admission. Let us by all means attract to our shores men and women sound in health and of good moral character, anxious to play their part in Canadian life. But let us not so enshrine high educational standards as to deprive ourselves of valuable additions to our population and potential contributors to our economy. It has been pointed out by the Economic Council of Canada and by others that the investment in human beings through education and training is one of the most fruitful forms of investment which can be devised for a country's well-being. We agree with this completely. But we argue that we should be prepared to make that investment if only as a form of enlightened self-interest where the would-be immigrant is otherwise suitable.

15. It is in this connection that we express doubt and concern about the specifications contained in paragraph 47(a) and more particularly the Background Notes for the White Paper. The latter sets out established criteria for the unsponsored immigrant which involve education or training "to a level which would ordinarily be considered equivalent to the successful completion of eleven years of schooling in Canada. This eleven years of

schooling can be composed of a *minimum* of 3 years formal education plus three further years of vocational or technical training such as apprenticeship or trade training; or a combination of both." Such standards raise the very questions which we have referred to above. If we insist on them, we may encounter difficulty in attracting the kind of immigrants we want because there is so strong a demand for them either in their own countries or so much competition for them elsewhere. Again, these standards may serve to deprive developing countries of people who should be encouraged to stay there and help their native countries in their economic development. Furthermore, insistence on these standards must almost inevitably produce the very kind of discrimination which the White Paper has ostensibly set out to eliminate. It requires no great knowledge of literacy in other countries to know that the equivalent of eleven years of schooling is more characteristic of the countries of northern and western Europe, than of the countries of southern Europe and of most of the rest of the world. If Canada's immigration policy is to be really a fair policy, this relatively high educational requirement must be mitigated by Canada's willingness to face up to the need for educating and training otherwise suitable immigrants once they are landed here.

16. The White Paper, with its emphasis on skill and education, raises some questions as to the future prospects for the sponsored immigrant. The government's position on sponsored immigrants heretofore has been on the whole quite clear. It has been to make possible the admission of various classes of close relatives of the landed immigrant. This has been done on the very sensible grounds that an immigrant should be able to bring with him, or subsequent to his arrival, his wife, children and other close relatives. This is not only a matter of common decency but also a matter of common sense for the admitting country, since an immigrant who has a normal family life is more likely to adjust himself to his new environment than otherwise. This has not been a policy which has consistently been applied as witness the difficulties which have been encountered by immigrants of Chinese origin to bring in wives and children. But the policy has become rather less restrictive and it is apparently the government's intention to keep it so as may be seen from paragraph 47(b) and (c). But at the same

time, the White Paper expresses a clear concern about the implications or more particularly the chain effect of the right to bring in sponsored immigrants. There is concern about the apparent lack of selectivity in the process and of the cumulative effect resulting from the right of sponsorship being acquired by each new immigrant. In a time of relatively high immigration, the consequence may be a very large number of sponsored immigrants who do not satisfy the criteria which would be applicable to unsponsored immigrants. This is clearly brought out in paragraphs 44, 45, 46 and more specifically in the proposed arrangements in paragraph 47.

17. The argument for the admission of sponsored immigrants in the categories contained in paragraphs 47(b) and (c) are beyond dispute. Beyond any question of principle as to the propriety of such action, there remains the fact that the admission of large numbers of sponsored immigrants has not produced any dislocative result. This is well brought out in paragraph 29 of the White Paper which draws attention to the fact that criminality in the foreign born in the 1950's was only half that among the native born. Those who have the courage and the initiative to become immigrants generally are also of a calibre to become good citizens.

18. The government's fear, if we understand it correctly, is a two-fold one. There is concern that to the extent that sponsored immigrants are able to enter Canada there will be that much less opportunity for unsponsored immigrants since presumably there is a limited capacity to accept immigrants in any one year or over a longer period of time. Since the White Paper proposes an objective of maximizing the intake of skilled, educated immigrants, this may be frustrated by large-scale unsponsored immigration. Thus, to the first concern of sheer numbers is the second of lack of adequate skills or education. To meet this second objection, the White Paper suggests (in paragraph 44) that "The non-dependent relatives sponsored by Canadian citizens should be literate in their own language and, if potential workers, should have some minimum educational or occupational qualification." The condition is more clearly brought out in paragraph 47(c) which deals with immigrants sponsored by Canadian citizens of five years residence. In this case, where the prospective immigrant is over 12 years of age and is literate in his or her own language, the

prospective immigrant must, if male, have or be able to attain the equivalent of seven schooling in Canada by age 16 or satisfy the Deputy Minister of Manpower and Immigration that he is qualified in a suitable occupation.

19. It is worth noting the distinctions made between paragraph 47(b) and 47(c). In the former, no conditions of literacy or occupational qualifications are laid down. There is a presumption that the immigrant should be allowed to bring in close relatives and there is an assumption of the fact that some if not all of the categories may be entrants to the labour market; this is taken as a calculated risk. In sub-paragraph (c), however, there are to be found requirements of literacy, educational attainment or occupational qualification. It would appear therefore that those categories falling under sub-paragraph (c), if over 12 and male, are to be treated much in the same way as unsponsored immigrants. The effect would thus be to apply a new restriction on sponsorship. For reasons which we have developed above, and which we will deal with again below, we consider this to be an undesirable policy. The successful adjustment of sponsored immigrants over the past number of years both as residents and as participants in the labour force suggests that the apprehension which is reflected in the White Paper is largely unfounded. The large-scale employment of newly arrived immigrants in various of the service industries—hotels, restaurants, hospitals, for example—shows not only that relatively unlettered and unskilled immigrants are able to find a place in the economy but that they are needed to occupy those positions which the better equipped native-born or longer settled immigrant is unwilling to accept. We suggest, therefore, that the conditions laid down in paragraph 47(c) are excessive.

20. So far as absolute numbers are concerned, it may be worthwhile examining the table appended to the Background Notes. We are informed that the table shows the situation for the calendar year 1965 and we are further informed that this may be treated as being fairly typical of the experience of the last decade or so. In other words, the degree of sponsorship is in the vicinity of 40 per cent, although it has apparently been higher than that. It is noteworthy that over 40,000 of the roughly 58,000 sponsored immigrants came from five countries: Hong Kong, Italy, Portugal and United Kingdom and the Republic

of Ireland (the last two are inexplicably treated as one in the statistics). Of the five sources just named, Italy accounted for 24,000. It would appear, therefore, that if sponsorship is a major problem at all, attention should be focussed on one country in particular. We would add at this point that we do not consider it to be a problem and we think that this Committee will share our views concerning the valuable contribution which Canadians of Italian origin have made to the life of this country.

21. The question may perhaps be stated in somewhat more general terms, namely, whether a ratio of sponsorship of, say, 40 to 45 per cent constitutes a serious interference with the kind of selectivity which the White Paper wishes to see enshrined in the Immigration Act and the regulations. It must be borne in mind that a considerable portion of the sponsored immigrants would be either the very old or the very young or others who are not likely to enter the labour market immediately or at all. (This would, of course, also be true of immigrants sponsored by previously unsponsored immigrants.) The real question, therefore, becomes one as to whether the potential entrants to the labour market among these sponsored immigrants are so obviously inferior in quality to the unsponsored as to have an adverse effect on the broad goals of Canadian immigration policy. For the reasons set out above, we would argue that this is not likely to be the case. In any event, we do not see how Canada can restrict the admission of sponsored immigrants by establishing new conditions as set out in paragraph 47(c). The price of unsponsored immigrants is inevitably the admission of sponsored ones. One cannot be had without the other. A ratio of roughly six unsponsored to four sponsored may therefore be what Canada will have to settle for in its drive for relatively well educated and skilled unsponsored immigrants who would be able immediately to enter our labour market. It might be added that the children who enter Canada under sponsorship should be treated in the same way as the natural increase which occurs within Canada. They become immediately exposed to our school system and otherwise become acclimatized to Canadian ways. They are thus no more of a risk than children born in Canada and in fact may be less of one in view of the strong drive for economic improvement which motivates the typical immigrant family.

22. There are two aspects of paragraph 47 which we would question as well. The first is the reference in paragraph 47(b)(iv) to the sponsorship of parents or grandparents "not entering the labour force". We consider this to be an unnecessary bar to the admission of parents or grandparents. It is one which is not found under paragraph 47(c) (iii). If the decision is to be made, as we believe it must, that an immigrant should be enabled to bring his parents or grandparents into Canada, it must be made without any prohibition against participating in the labour force. Such a prohibition must in a great many cases mean a postponement of admission for at least five years until the immigrant becomes a Canadian citizen of five years residence as provided for in sub-paragraph (c). Today marriages are entered into at a fairly young age, in the early twenties or even in the late teens, so that parents and even grandparents are likely to be relatively young people. The parents may be in their forties and the grandparents also may be of an age below what we consider in Canada to be the age for retirement. Assuming a high rate of employment, as we must, there would appear to be little if any risk in allowing parents and grandparents to enter Canada under paragraph 47(b) without this restriction.

23. With reference to paragraph 47(c), we question the distinction which is made between male and female with respect to immigrants over 12 years of age. In view of the very considerable number of women who are in the labour force and the likelihood that their numbers will increase, we are frankly at a loss to understand the implication in this subparagraph that neither education nor occupational qualification is desirable for female immigrants. If seven years schooling is a good thing and enhances the value of the immigrant, it is good for women as well as men regardless of whether or not they enter the labour force. If the proviso in sub-paragraph (c) is to be maintained, this distinction should be removed.

24. Turning more generally to paragraph 47(c) and (d), we find that these are related to comments made in paragraph 46. There is a desire indicated in the White Paper to stagger the admission of sponsored immigrants in the categories included in paragraph 47(c). We have already taken exception to the distinction which has been made between paragraph 47(b) (iv) and (c) (iii). On the whole, however, we are disposed to question the desirability of

requiring Canadian citizenship and five years residence as a condition for making possible the sponsorship of the categories indicated in sub-paragraph (c). While we would be prepared to justify some time lag we consider that the requirement of citizenship is an unnecessary obstacle. For whatever reason, there may be a delay in applying for citizenship. But this should not preclude the opportunity to sponsor. We would on the whole be inclined to the view that once a person has been "legally admitted to Canada for permanent residence" he should be entitled to sponsor persons related to him by ties of blood or marriage along the lines suggested in sub-paragraphs (b) and (c). We are not completely persuaded by paragraph 46 as to the need for a five years delay in connection with certain categories. Assuming an expansionary economy, this should not be necessary. We are bound to assume, furthermore, that there are natural delays resulting from the need of the sponsor himself to become acclimatized, to obtain employment or otherwise become settled economically, and to make financial provision for the relatives he wishes to sponsor. Except for the very well to do, this is bound to provide a time lag which should satisfy the objectives of the White Paper. We conclude, therefore, that paragraph 47(b), (c) and consequently (d) represent an unnecessary complication and discriminatory approach to sponsorship.

25. We have pointed out above that while it is entirely possible to eliminate irrational forms of discrimination from legislation, as the White Paper proposes to do, it is still possible to discriminate by setting standards which automatically erect barriers to admission to Canada. The educational requirements and the emphasis on skill are such barriers. So is the emphasis on literacy. Paragraph 19 of the White Paper states that "the existing sponsorship system have a bias in favour of immigrants from Europe and the Americas. There is a further bias within this group." The reason for this is that there has been a bias in favour of unsponsored immigrants from the same sources. During the first nine months of 1966, for example, Canada admitted 144,534 immigrants. Of these 109,407 were from Europe, about 75 per cent. The high proportion of European immigrants is characteristic of other years as well. The question that arises is whether and to what extent this ratio of European to non-European is to be preserved and if not how a better balance is to be achieved. We submit that relatively high

standards of education and vocational training will simply perpetuate the results which have already been achieved, namely, a concentration on Europeans and on a relatively limited number of well educated and trained elements of the populations of other continents. Canada's immigration policy must be devised not only in the light of Canada's own interests but also with the view to Canada's responsibilities to the world community as a whole.

26. In purely practical terms, administrative procedures in themselves may serve to be discriminatory. If it is difficult for a would-be immigrant to find a Canadian immigration office, for example, then such a person is being frustrated in his efforts to be considered as an immigrant. A question which your Committee should therefore consider is the number of and distribution of such offices abroad. Similarly, the kind of instructions which an immigration officer receives is bound to colour his attitude to the applicants he is screening. They may enjoy the benefit of the doubt as to their qualifications or they may not. They may be deemed literate or otherwise. If the same rules are applied differently so that it is easier for, say, persons from Sweden than from Jamaica to enter Canada, discrimination is at work once again. These are matters which must receive the serious attention of this Committee and on which Parliament must be fully satisfied before an amended Immigration Act is enacted.

27. We wish to make brief comment about some categories which come under the general heading of prohibited classes (paragraphs 56 to 65 inclusive). We are in general agreement that permission should be ruled out in the case of those who are a menace to Canada's well-being. We have some reservations as to some of those listed in paragraph 63. There is some ambiguity, for example, about the group described as "subversives, spies, and saboteurs". Presumably none of those who fall into these categories will so describe themselves when seeking admission into Canada. We are certain that those who are found out to be spies and saboteurs will either be denied admission or very quickly deported. But the reference to subversives raises some question in our mind as to definition. The present Act Section 51(m) and (n) provides some definition of subversives. It is not clear from the White Paper whether it is the government's intention to continue with these definitions or to substitute others. We suggest to you that in the interests of maintaining high standards of

civil liberties, this matter should be explored by you. We also have some reservation about the reference to "unauthorized employment" in sub-paragraph (g) of paragraph 63. This may be directly related to the reference to be found in paragraph 47(b)(iv) and possibly to other situations as well. More generally, it would appear to us that sub-paragraph (g) constitutes a situation different from that described in the other sub-paragraphs. The recent legalization of otherwise illegal entry into Canada by some members of the Chinese community in Canada is a case in point. It is difficult to regard an otherwise decent and respectable person anxious to remain in Canada as being in the same category as a drug trafficker or a prostitute.

28. As the White Paper points out, immigrants in recent years have not encountered major difficulties in adjusting to life in Canada. This is in very large measure due to the fact that there have been fairly good employment opportunities. But we are bound to observe that getting and holding a job is not enough, although it is a basic consideration. We are concerned about the serious housing shortage which is becoming increasingly evident, the mounting problems of urbanization and the like. These are problems not peculiar to immigrants but they make adjustment more difficult and are likely to encourage xenophobic attitudes.

29. A good many immigrants come from countries with more highly developed social security systems than our own. They are accustomed to a comprehensive medicare scheme, for example, or to systems of income maintenance during illness. If it is our wish to encourage immigration from countries with well developed social security systems, we should move more rapidly in the direction of making our own more adequate than it is. We can also make life easier for immigrants by either entering into reciprocal arrangements with their countries of origin or by providing them with credits for entitlements to various kinds of benefits which they may have left behind. An immigrant entering the labour market in Canada, for example, may begin to accumulate unemployment insurance contributions here but may become unemployed before becoming fully qualified for benefit. It may be desirable to credit such a claimant

with contributions made in his country of origin provided he produces evidence to that effect.

30. We have had occasion in the past to complain about the appeal procedures which were in effect and which were in our opinion far removed from the due process of law as we understand that term. We are pleased to note that measures are being taken to improve this situation and we ask that your Committee satisfy itself thoroughly that the reformed appeals procedure will in fact operate in accordance with Canadian notions of justice and equity.

31. We are in accord with the proposal made in paragraph 98 concerning loans to qualified unsponsored immigrants. We are similarly in agreement with the proposal in paragraph 102 concerning counselling and placement for immigrant workers and their families by the Manpower Division of the Department of Manpower and Immigration. We are wholeheartedly in agreement with the need to establish consultative machinery as outlined in paragraph 104. We urge that such machinery should provide for consultation with various organizations and institutions in Canada which have a legitimate interest in immigration in its various aspects.

32. In conclusion, we wish once more to emphasize the importance of effective economic planning as the sub-structure to any program of immigration. Unless the economy is maintained at a high level, with labour demand high enough to absorb all those, Canadians and immigrants alike, who wish to enter the labour force, immigration will simply create pools of unemployed and social discontent. There is room in Canada for more people but more people are not a goal in themselves. Only a sound economy and humane considerations can produce a sound immigration policy.

Respectfully submitted.

Canadian Labour Congress,
Claude Jodoin, President,
Donald MacDonald, Secretary-Treasurer,
William Dodge, Executive Vice-President,
Joseph Morris, Executive Vice-President.

Ottawa, January 30, 1967.

APPENDIX "U"

THE CANADIAN WELFARE COUNCIL
OTTAWA, CANADA

COMMENTARY
ON
THE WHITE PAPER ON IMMIGRATION
TO THE
SPECIAL JOINT COMMITTEE ON IMMIGRATION

(FEBRUARY 17, 1967)

The Canadian Welfare Council is pleased to present its comments on the White Paper on Immigration to the Special Joint Committee on Immigration. The Department of Manpower and Immigration is to be commended for bringing forth this important document and providing the Canadian public with an opportunity to discuss its proposals and comment upon them before legislation is introduced.

Immigrants have made and are continuing to make a tremendous contribution to Canada's development and economic growth. Our nation's material progress is of vital importance. But, as an organization whose concern is the well-being of all Canadian people, our major interest in immigrants is related to their adjustment to our society and way of life, not to their effect on the economy. We are anxious that they fit happily into the Canadian scene, and that they are accorded the same rights and privileges as other Canadians. Post arrival services are of particular interest to us, but this commentary also covers other sections of the White Paper.

Considerations Affecting Immigration Policy

The Department of Manpower and Immigration is faced with the problem of formulating an immigration policy which will meet Canada's economic needs, and will treat immigrants from all countries with equal justice. Making such a policy acceptable to most Canadians is not easy. In preparing this commentary we encountered a variety of opinion within our own membership.

Our modern industrialized society currently requires a higher proportion of white collar workers and a lower proportion of manual labourers. We realize that the immigration policy outlined in the White Paper is an attempt to fend off a future situation which may see large numbers of the unskilled immigrants now being admitted, as well as many native born Canadians, unemployed and unemployable.

We are not convinced, however, that the policy suggested is necessarily the best means of regulating the balance between skilled and unskilled immigrants, nor are we certain that it is conducive to good international relations. Our expanding population and flourishing economy still create demands for manual workers. Also, there are differences of opinion as to what employment patterns the future will bring. Some predict that there will be a scarcity of jobs for all, whether skilled or unskilled. Others believe that more leisure

time will result in a growth of the service industries which, in turn, will absorb more labour requiring relatively little training.

Flexibility must be one of the provisions of a long-term policy such as that outlined in the White Paper. Rapid technological advances, a sudden and large influx of refugees, or other unforeseen circumstances, may alter immigrant manpower requirements fairly quickly.

The decision to remove factors in present legislation which discriminate against immigrants on the basis of country of origin is a welcome one. Nevertheless, the intention to give preference to skilled workers over the unskilled automatically favours countries with a high proportion of skilled workers. The developing countries, which are underpopulated and lacking in skilled labour, will hardly appreciate a Canadian immigration policy which divests them of their skilled workers and leaves them with those persons least able to contribute to their country's development.

The proposed policy, it is true, makes it possible to admit unskilled workers from these latter countries on the same basis as from others, but only if they are sponsored. Because our immigration policy has discriminated against these people in the past, not many were able to come to Canada. Thus, there are few potential sponsors here. Some have been away from their homeland for many years, and have few remaining relatives to sponsor. For the same reason, the number of immigrants able to come from Eastern Europe through sponsorship is likely to be small.

The ethnic groups from the Far East and from Eastern Europe, which have not been able to sponsor relatives freely and continuously through the years since World War II, feel that the sponsorship system, whether it remains as it is or is restricted as suggested in the White Paper, gives a decided advantage to those ethnic groups who established a large population in Canada during the same period, and are therefore able to sponsor large numbers of relatives.

Canada has augmented her supply of skilled workers for years by importing them from other countries which have already paid for their training. This has relieved Canadian employers of the necessity of engaging in large on-the-job training schemes for workers. The lack of such training programmes has meant that unskilled workers with good potential, whether immigrant or native born, have not

had adequate opportunities to upgrade their skills.

It now appears that the supply of highly skilled labour is drying up. Countries from which we used to replenish our supply are themselves looking outside of their borders for this type of worker. The Joint Committee on Immigration, no doubt, is receiving briefs from industrial enterprises which still have an urgent need for unskilled workers to maintain the high level of production which they have enjoyed during the past few years. Perhaps technological advances will make these workers unemployable in the future, but at the moment they are in demand.

The Economic Council of Canada, in its Second Annual Review titled *Towards Sustained and Balanced Economic Growth*, makes the point that "in a world of great and apparently growing shortages of more highly skilled and educated manpower, we must move energetically towards a more self-reliant development of our domestic manpower resources to meet our pressing needs".

Canada, it seems, is confronted with a dilemma. She needs highly trained workers, but is finding it increasingly difficult to import them. She still requires a certain number of workers with little or no training, but may have fewer opportunities for these same individuals in the future. It is obvious that she must try to resolve her difficulty, in part at least, by providing more training opportunities for her own workers.

We would strongly recommend that the country's manpower training schemes be expanded to make more training available to Canadians, whether immigrant or not. Some of the schemes may be on-the-job training programmes with employer participation. Others will have to be entirely government supported for the benefit of those who work in establishments too small to participate in such programmes.

Admissible Classes

(a) Un-sponsored Immigrants

The admission of un-sponsored immigrants is based on personal merits, which emphasize some degree of occupational training. Care must be taken as to the interpretation of what constitutes "preferred categories".

Employment statistics may indicate a need for carpenters, bricklayers or machinists, but they do not reflect the need for qualities such as ingenuity, intelligence, life experience, initiative and resourcefulness.

The immigration policy might well call for some measure of these qualities in assessing the skills of a prospective immigrant.

One suggestion made to our committee calls for the establishment of Canadian Immigration Centres, in the United Kingdom and the West Indies for example, where unskilled applicants for immigration to Canada who would otherwise be denied, would be tested for potential capacity. On the basis of objective tests—including aptitude, manual dexterity, personality and intelligence—they would be admitted to appropriate training courses. These courses would include reading, writing, and figuring, as well as background information and material on Canada, together with training in technological skills identified by the Department of Manpower and Immigration as being needed in this country. Trade unions would, of course, have to be involved in the planning and direction of such a programme. Those applicants who successfully passed the courses given would receive entry visas and would be found first jobs. The Department of Manpower and Immigration would become the sponsor, in all respects. Such centres would provide a constructive rather than a negative approach to the screening of immigrants.

(b) Sponsored Immigrants

The White Paper proposes to limit the inflow of persons with little or no occupational training by restricting the sponsorship privileges of those who have not become citizens. The implementation of this policy is to be delayed for six years. After that time, non-citizens will be permitted to sponsor members of the immediate family—described at one point in the White Paper as "true dependants"—that is, persons financially dependent on the sponsor. Those who have become citizens, in addition to sponsoring "true dependants", will also be able to sponsor "the extended family", such as married sons and daughters with their children, married brothers and sisters with children.

1. We believe that the proposal to restrict sponsorship in the case of non-citizens needs re-evaluation. While we agree that immigrants should be encouraged to become citizens, we are anxious that coercive measures not be taken to force them to do so. The learning of the new language, which is necessary for the acquisition of citizenship status, is

easier for some than for others. We would regret to see a distinction made between the sponsorship privileges accorded to citizens and non-citizens. We would recommend that this clause should be taken under advisement, and that a careful study be made to discover whether the misgivings which prompted it are justified.

2. The practice of making sponsors financially responsible for relatives whom they sponsor, for a period of five years is, in our opinion, no longer viable. Our legislation does not place this responsibility on other Canadians. The presence of relatives in the new country offers comfort and assistance with adjustment problems to the immigrant. We doubt that the financial guarantee is necessary. There is no evidence to suggest that immigrants are more dependent on public assistance than other persons. The sponsorship of relatives is sometimes undertaken unwillingly by the sponsor because of the financial obligation involved, but he agrees because he is under heavy family pressure. The resulting situation is not conducive to good family relationships.

3. Paragraph 47b of the White Paper, in describing those categories of persons who can be sponsored by non-citizens, lists "parents or grandparents not entering the labour force", that is, parents and grandparents who may be financially dependent on the sponsor. Paragraph 47c, in listing categories of persons who may be sponsored by citizens, lists "parents and grandparents (irrespective of entry to the labour force)". Presumably these are not true dependants.

We believe the restriction as applied to non-citizens in Paragraph 47b may encourage dishonesty and subterfuge on the part of parents or grandparents wishing to enter, and quite capable of supporting themselves. Moreover, the policy would be very difficult to enforce. We would suggest that all parents and grandparents, whether sponsored by citizens or non-citizens, be permitted to enter the labour force if they wish.

4. Paragraph 47c, listing as admissible for sponsorship "unmarried nephews and nieces under 21", stipulates that male immigrants in this category over 12 years of age should be able to obtain a certain standard of education by the age of 16, or be in possession of qualifications for some occupation. This stipulation does not apply to female immigrants in the same category. We question this distinction. Women are more likely to remain at

home for periods of time after marriage, where they have less opportunity to learn the language or to become familiar with the Canadian community. This hampers their integration and lessens their ability to communicate with their Canadian born or Canadian educated children. We would suggest that a good basic education is just as important for female as for male immigrants.

5. We recommend that provision be made to permit individuals or recognized voluntary bodies to sponsor or co-sponsor refugees or other immigrants who do not fall within the named categories of admissible immigrants, but who deserve consideration for humanitarian reasons. This provision might apply to an individual immigrant or to groups. It is understood that such cases would have to be carefully processed both in the country of origin and in Canada. Voluntary bodies have established an excellent record for their handling of sponsorship schemes in the past. We should like to see such programmes continued.

6. In order that admission of children for adoption might be covered by legislation, and not by Orders-in-Council as at present, we recommend that admissible classes include unrelated children for adoption, subject to provincial laws governing adoptions and legal and social safeguards in both the child's country of origin and province of destination. This would hasten the process and recognize this form of immigration as acceptable and continuing.

Immigration offices in Canada refer persons who enquire about international adoptions to the Canadian Welfare Council's International Social Service. A procedure acceptable to immigration authorities, and in accordance with adoption laws and child welfare practice, has been established. The International Social Service can also be of help in other cases which present some difficulties, such as special cases referred to in (5) above. Through its knowledge of services and agencies both in Canada and in the immigrant's country of origin, it can assist by obtaining social reports and evaluation of plans, and by enlisting the aid of local agencies. The Canadian Welfare Council also maintains a standing committee on the welfare of migrants. The International Social Service and the Committee on the Welfare of Migrants are two concrete examples of its continuing interest in immigration matters.

(c) Non-Immigrants

Canada is receiving numbers of would-be immigrants, who enter as visitors and

immediately make application for permission to stay as landed immigrants. Many do this because they know or fear they would not gain admission through regular channels, or because they are unwilling to wait for the overseas examination. It is unfortunate that immigration officials in Canada must spend time interviewing persons who are not eligible for admission, but we must also recognize that some visitors who come "window-shopping" are persons who would make very desirable immigrants.

In areas where there are potential immigrants whom Canada wishes to attract, our tourist promotion should encourage persons to come and look around. It is agreed that the granting of immigrant status should apply only to "visitors who would have been admitted as unsponsored immigrants if they had applied as such originally, or who were—before they came—the spouses of Canadian residents or their children". Constant application of this policy should, in time, discourage persons who would have been considered ineligible if they had applied in the regular manner. We welcome the intention to tighten regulations which will prevent entry of criminals into Canada. We are especially anxious that international crime syndicates do not gain a strong foothold here.

(d) *Refugees*

We note with approval the decision to introduce separate legislation to help refugees. We believe it highly desirable that a Refugee Eligibility Commission be appointed, and also feel that Canada should accede to the 1951 International Convention on the Status of Refugees and to the 1957 Hague Agreement on Refugee Seamen.

Prohibited Classes

We concur in plans for prohibiting from admission to Canada as immigrants those persons listed in Paragraph 63 of the White Paper.

Selection and Control Measures

We are not convinced that the basic reasons for the introduction of an immigrant identity card are justifiable, nor that the proposed reporting system by federal, provincial and municipal agencies is operationally feasible. It will involve considerable administrative expense, and is likely to lead to abuse or maltreatment of innocent persons whom the measure actually seeks to protect. We suggest

that this plan warrants discussion and re-evaluation.

The terms "criminality", "subversion" and "voluntary and wilful indigency" used in Paragraph 83 to describe reasons for deportation, are vague and capable of misinterpretation. We would ask that they be more clearly defined.

We approve of the reconstitution of the Immigration Appeal Board, with its consequent effect of limiting the discretionary powers now held by the Minister. This will remove pressure from the Minister, and will save valuable time now being spent by senior officials on a small number of persons. The Minister should, of course, still retain some measure of discretion for use in cases where there are compassionate or humanitarian considerations.

Financial and Other Assistance to Immigrants

The proposal to make loans available on a universal basis should enhance the prospects of attracting desirable immigrants lacking passage funds and without relatives to sponsor them.

The overseas preparation of immigrants is of importance in fitting them psychologically for transition to the new country. Information and interpretive material on all aspects of life in Canada should be readily available. And, to clear up doubts, confusion, and possible misinterpretation, counselling and discussion sessions for immigrants should be considered. Information concerning job possibilities should be as specific as possible. To this end, overseas offices should be staffed by highly trained, well-prepared and well-trained personnel.

In Paragraphs 101 and 102, the White Paper outlines post arrival services to be provided, some of which are social services. This portion of the White Paper needs clarification. Does the Manpower Division intend to set up special social services within its own structure? Who will be eligible for such services? Will continuing services be offered, or will the departments function more as referral services to existing agencies? Will the service be offered under competent supervision?

Many of the services outlined are likely to be of a short term nature. They must, therefore, have a high degree of excellence and be given by professionally trained personnel. They should be available to all newcomers, sponsored and unsponsored alike.

The immigrant needs information and counselling services, not only on arrival but for a

considerable period of time afterward. He will be constantly meeting new situations for which he is unprepared, and experiencing need for services of whose existence he is unaware. The help he needs is provided by a variety of offices in different government departments at all three levels, and also by voluntary agencies. Too often he gets lost in the maze. Frequently the service is slow or likely to break down, because of the difficulty of co-ordinating services between different jurisdictions. Service is not readily available in the quantity needed, nor is it readily available in the number of locations needed.

Some consideration should be given to interpreting the needs of immigrants to the Canadian community. Counselling is also needed to prepare the community for immigrants.

While it is recognized that the health, welfare and education services which the immigrant needs are matters of provincial responsibility, we believe that the Department of Manpower and Immigration, which is responsible for admitting immigrants, must and does feel some concern and obligation to see that their needs are met. The Federal Government has already demonstrated its general concern about vocational training and social services for Canadians through its shared cost arrangements for manpower training programmes, and through the provisions of the Canada Assistance Act. A careful evaluation of the respective responsibilities of government and voluntary agencies in providing services for immigrants will undoubtedly reveal that there are other areas of joint responsibility where similar shared arrangements could be made.

Voluntary agencies have for many years played an outstanding role in providing services for immigrants. Their work is useful, not only because of the help supplied, but because it keeps the public aware, through the boards and committees involved, of the adaptation problems encountered by immigrants. These agencies are small enough and flexible enough to be useful in carrying out experimental projects. Unfortunately, many of them are under-staffed and unable to provide the growing need for service caused by the ever-expanding population of newcomers. Voluntary agencies, as well as government departments need sufficient financial and personnel resources if, as the White Paper suggests, Canada is going to "ensure that no immigrant will lack any help he may want in getting established". When the necessary help is not provided, the

immigrant is thrown back on his own ethnic community for assistance. This tends to force the group into isolation. Commercial services spring up within the ethnic community, provided usually by persons who are themselves recent immigrants. The service they are able to give is too often inadequate and is sometimes costly.

Community counselling services should be made available to every immigrant needing them. To make these services known it is suggested that in each Manpower Centre a liaison position be created. The person occupying this position would act as a liaison between the Centre and the voluntary agencies in each community. Cases coming to the Manpower Centre's attention, or cases discovered by Manpower officers, could then be referred quickly to the appropriate community voluntary or public agency for assistance.

It is highly encouraging to note that the new Department of Manpower and Immigration proposes to establish consultative machinery "so that concerned individuals and organizations can play a fuller part in devising methods of assisting immigrants to feel at home in Canada". Careful planning must be done to ensure that such consultative machinery will be established on a stable basis. Its objectives, functions, and terms of reference must be clearly spelled out, and professional staff should be provided to ensure continuity and effectiveness.

Such consultative machinery as is proposed might well consist of Advisory Councils to the Department of Manpower and Immigration at the national, provincial and local levels. These councils should be composed of knowledgeable individuals selected from the various governmental and voluntary bodies interested in immigration. They would not necessarily represent specific organizations, but would be selected on the basis of individual competence. They would meet periodically to assist government in formulating policies regarding admission, integration, and adjustment of immigrants.

The Canadian Welfare Council has strong membership from the voluntary welfare sector, including individual agencies and community social planning councils, and would be prepared to offer its co-operation and co-ordinating facilities in the setting up and conduct of consultative bodies.

Research

We appreciate the value of the research and economics branch already established within

the structure of the Department of Manpower and Immigration, but would also urge that research be carried out in co-operation with other government departments which are concerned with the social and cultural adjustment of immigrants. We would also recommend that grants be made available to recognized voluntary agencies wishing to do similar research.

Conclusion

The Canadian Welfare Council wishes to reiterate its thanks for this opportunity to comment on the White Paper on Immigration.

As the national body representing both voluntary and public welfare in this country, it firmly believes that citizens and voluntary community services have vital roles to play, not only in co-operating with government in the creation of a better society, but in providing criticism on and direction to government action. Voluntary agencies in Canadian communities can do much to make our immigration policy socially as well as economically effective. Their support and partnership with government will enrich that policy and provide immigrants with the assistance and counselling which so many of them need.

HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
1966-67

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON

IMMIGRATION

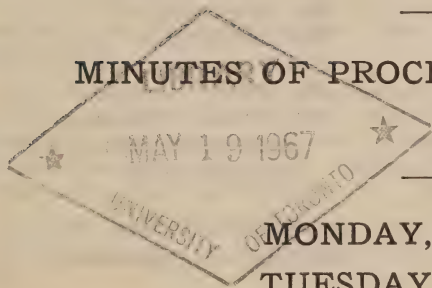
Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 13



MONDAY, MARCH 13, 1967

TUESDAY, MARCH 14, 1967

WITNESSES:

From the Association of Polish Engineers in Canada Inc.: Dr. Z. Przygoda, G. M. Bornet. *From the Canadian Hungarian Federation:* Messrs. Donald Gyallay, Paul N. Villanyi and Charles Udvarhely. *From Di Lorenzo Construction:* Messrs. N. Di Lorenzo and J. A. Long.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman
and Honourable Senators:

Baird,	Fournier (<i>Madawaska-</i>	Macnaughton,
Cameron,	<i>Restigouche</i>),	Nichol,
Croll,	Hastings,	Pearson,
Desruisseaux,	Hnatyshyn,	Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman
and

Mr. Aiken,	Mr. Dinsdale,	Mr. Pelletier,
Mr. Badanai,	Mr. Enns,	Mr. Prud'homme,
Mr. Baldwin,	Mr. Haidasz,	Mr. Régimbal,
Mr. Bell (<i>Carleton</i>),	Mr. Laprise,	Mr. Roxburgh,
Mr. Blouin,	Mr. Macaluso,	Mr. Skoreyko,
Mr. Brewin,	Mr. Munro,	Mr. Ryan,
Mr. Crossman,	Mr. Nasserden,	Mr. Watson (<i>Château-</i>
Mr. Deachman,	Mr. Orlikow,	<i>guay-Huntingdon-</i>
		<i>Laprairie</i>)—24.

(Quorum 12)

Maxime Guitard,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

Monday, March 13, 1967
(27)

The Special Joint Committee of the Senate and House of Commons on Immigration met at 4:15 o'clock this afternoon. The Chairman of the Senate's section, Honourable Senator Langlois, presided.

Members present:

Representing the Senate: Honourable Senators: Croll, Langlois (2).

Representing the House of Commons: Messrs. Badanai, Baldwin, Bell (Carleton), Blouin, Haidasz (5).

In attendance: From the Association of Polish Engineers in Canada Inc., Montreal, P.Q.: Dr. F. Przygoda, D.Sc.; Mr. G. M. Bornet, P. Eng.

The Chairman invited Dr. Przygoda, to introduce his colleague delegate, Mr. Bornet.

Dr. Przygoda read a summary of his brief and was questioned, assisted by Mr. Bornet.

The examination of the witnesses being completed, the Chairman thanked them and they retired.

The Committee agreed unanimously to print as an appendix to this day's Minutes of Proceedings and Evidence, the brief presented by the Association of Polish Engineers in Canada. Inc. (See Appendix V).

At 5:00 o'clock p.m., the Committee adjourned until 9:30 a.m. on Tuesday, March 14, 1967.

Maxime Guitard,
Clerk of the Committee.

Tuesday, March 14, 1967.
(28)

The Special Joint Committee of the Senate and of the House of Commons on Immigration met at 11:18 a.m. this day. The Chairman of the Senate's section, Honourable Senator Langlois, presided.

Members present:

Representing the Senate: Honourable Senators: Langlois, Pearson (2).

Representing the House of Commons: Messrs. Aiken, Enns, Haidasz, Klein, Nasserden (5).

In attendance: From the Canadian Hungarian Federation: Messrs. Donald Gyallay, Paul N. Villanyi, Charles Udvarhely.

The Chairman invited Mr. Gyallay to introduce his fellow delegates before reading his brief and be questioned thereon, assisted by the members of his delegation.

The examination of the witnesses being completed, the Chairman thanked Messrs. Gyallay, Villanyi and Udvarhely who retired.

At 12:35 o'clock p.m., the Committee adjourned until 3:30 o'clock this afternoon.

AFTERNOON SITTING
(29)

The Special Joint Committee of the Senate and of the House of Commons on Immigration reconvened at 4:35 o'clock this afternoon. The Chairman of the Senate's section, Honourable Senator Langlois, presided.

Members present:

Representing the Senate: Honourable Senators: Fournier (*Madawaska-Restigouche*), Langlois, Pearson (3).

Representing the House of Commons: Messrs. Aiken, Blouin, Enns, Klein (4).

In attendance: From Di Lorenzo Construction: Messrs. Nick Di Lorenzo, President; J. A. Long, General Manager.

Mr. Di Lorenzo was called and read a summary of his brief before being questioned thereon, assisted by Mr. Long.

The examination of the witnesses being completed, the Chairman, thanked Messrs. Di Lorenzo and Long who retired.

It was decided unanimously that the brief presented by Di Lorenzo Construction be printed as an appendix to this day's Minutes of Proceedings and Evidence (See Appendix W).

At 5:30 o'clock p.m., the Committee adjourned until 10:30 o'clock a.m. on Thursday, March 16, 1967.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Monday, March 13, 1967.

The Joint Chairman Mr. Klein: Gentlemen, we are very pleased to have with us today a delegation of the Association of Polish Engineers in Canada Incorporated. I understand the brief will be presented by Dr. Przygoda, who will introduce the members of his delegation.

Dr. Z. Przygoda (Association of Polish Engineers in Canada Incorporated): Mr. Chairman, distinguished members of this committee, first, I would like to introduce our delegation. We are representative of the Association of Polish Engineers in Canada Incorporated. The gentleman on my right is Mr. G. M. Bornet, a Master of Science and a graduate of Manchester University. He came to Canada in 1948. He is a research worker at the Ontario Research Foundation. He was a Canadian delegate at many meetings of the International Organization for Standardization in Belgium, in Paris, in Manchester and in London. He is a Fellow of the Textile Institute; senior member of the American Society of Quality Control; a member of the American Society for Testing Materials and a Professional Engineer.

My name is Przygoda. I graduated in Poland in 1935. I came to Canada in 1952. I have been a consulting engineer since 1955. I was responsible for the structural design of about 30 school buildings in metropolitan Toronto and many grain and feed installations across Canada although my work has been confined mostly in Ontario. I am a member of the Association of Consulting Engineers of Canada, the Engineering Institute of Canada, and the Town Planning Institute of Canada. I am vice chairman of the Toronto Structural Consulting Engineers and vice president of the Canadian Polish Congress.

Gentlemen, immigrants coming to Canada from Poland before the first war were mostly farmers. During the last war a large number of Polish engineers worked in Canadian war industry establishments, mostly in the aircraft industry. After the war many skilled workers and intellectuals came to Canada. There are today in Canada 2,700 engineers of Polish

background and 236 professors or other scientists at Canadian universities and other institutions of higher learning. Many of this last group are members of our association.

The main point of our submission is as follows. After the second war Poland greatly accelerated the training of skilled personnel such as engineers, technicians, agricultural specialists, doctors and others. There is now a surplus of such people that the Polish economy cannot absorb and the Polish government is permitting increasing numbers to leave the country. Many now leave and work in France but only a trickle has come to Canada. Indeed, many of the highly skilled and energetic people living in Poland would jump at the opportunity of coming to Canada. Since we urgently need such people, and since our educational facilities in Canada are not providing enough of them, we should take full advantage of the opportunity which does exist to attract these people here.

We submit that Polish immigrants have been good citizenship material and that considerable members of Polish professional men and technical workers are already making a useful contribution to Canada. Those immigrants who came from Poland in the last few years have also integrated quickly and well.

We believe that it is in the interest of Canada that those who are anxious to come be judged on their merits and on the basis of their qualifications. We propose that unsponsored immigration from Poland be permitted and encouraged. Once the basic decision is reached, the various organizational problems and the immigration from Poland will be capable of solution.

This is a summary.

The Joint Chairman Mr. Klein: This was a synopsis of your brief.

Mr. Przygoda: Yes.

The Joint Chairman Mr. Klein: For the benefit of those who were not present in Toronto, I believe that the Canadian Polish Congress, presented a brief that dealt with

sponsored immigration. This brief deals particularly with unsponsored immigration.

Mr. Bell (Carleton): Is it the intention that the brief itself shall be part of our proceedings, Mr. Chairman? It looks to be very worthwhile brief and I think it should be made part of our proceedings.

The Joint Chairman Mr. Klein: Will you so move?

Mr. Bell (Carleton): I so move.

Mr. Badanai: I second the motion.

The Joint Chairman Mr. Klein: It has been moved by Mr. Bell (Carleton) and seconded by Mr. Badanai, that the brief submitted by the Association of Polish Engineers in Canada Incorporated be printed and be made part of the proceedings of this committee.

Motion agreed to.

The Joint Chairman Mr. Klein: Did you want to question, Mr. Bell?

Mr. Bell (Carleton): Yes, Mr. Chairman. I would like to ask the witness, if I might, a little more about the proposal of conditional entries that is suggested as a technique of getting around the security problem. If the conditions of entry were not satisfied, would there be any problem of deportation back to Poland?

• (4:15 p.m.)

Mr. Przygoda: My opinion, gentlemen, is that such a question very seldom arises. Based on our experience, I personally do not know of any cases where deportation was required. In most cases, immigrants from Poland adjust quickly and do well. I can say this quite conscientiously, as an engineer, because in Canada I deal with many skilled immigrants from Poland; I know that in every case such immigrants arriving in this country adjust exceptionally well and remain here. They never have caused any trouble with the authorities and there was never a question of deportation involved. So to answer your question, in my opinion, this would happen very, very seldom indeed.

Mr. Bell (Carleton): Your argument is really that the condition of entry would in fact turn out to be unconditional in every case.

Mr. Przygoda: It is our opinion that the immigrant material from Poland is very fine indeed, especially engineers, agricultural workers and even the skilled worker, because

of certain standards of morality and their good conduct. Based on experience here in Canada for the past 15 years, I know that they adjust extremely well.

Mr. Bell (Carleton): Of that I have no doubt whatever. It was just to understand how your proposal, in fact, would work. Do you know whether this system of conditional entry is in effect in any other country?

Mr. Przygoda: Yes, in the United States of America.

Mr. Bell (Carleton): So that Polish immigrants to the United States are admitted on such a basis.

Mr. Przygoda: Yes, in the United States of

Mr. Bell (Carleton): To your knowledge, has it worked satisfactorily in the United States?

Mr. Przygoda: Yes.

Mr. Bell (Carleton): How many technicians and engineers would you anticipate might be available from Poland?

Mr. Przygoda: Sir, at the end of our statistical table—

Mr. G. M. Bornet: May I draw your attention to statistical table No. 4. I take it that you are thinking of vocational training rather than domestic training.

Mr. Bell (Carleton): I am using the language of the brief.

Mr. Bornet: There are two categories in these tables; one is for university education and the other is for vocational training.

Mr. Bell (Carleton): Yes.

Mr. Bornet: In vocational training, in particular, the number of people who go in training in Poland are dramatically high. I myself was amazed, in reading it, I must say. The bottom of Table 4 gives 1,400,000 as the total of various students of technical institutes, against 400,000 in this country. Of course the numbers are much smaller for engineering graduates; Canada and Poland are about equal in this connection.

The Joint Chairman Mr. Klein: As I understand it, you have four times as many engineers now studying engineering in Poland as we have in Canada.

Mr. Przygoda: Yes.

The Joint Chairman Mr. Klein: Four times as many.

Mr. Borner: That is vocational.

Mr. Bell (Carleton): Is that not in the technician category?

Mr. Borner: That is in the vocational category.

Mr. Bell (Carleton): Not in the category of engineers?

The Joint Chairman Mr. Klein: No. But in the category of engineers—university students, there are four times as many.

Mr. Borner: No. When you take everything, it is 240,000 in Canada to 220,000 in Poland, but it is on the technician level the difference is so dramatic. You asked about the number that might come. I suppose the numbers do not depend only on the number of people who are trained but on the number that the Polish government would permit to leave the country. The important thing at the present moment is that there is apparently a surplus of these trained people in the Polish economy. There is quite a bit of talk in Poland about the birth rate, which is excessive, and the excess of people that the economic system cannot absorb. Therefore, the Polish government, in the last two years, has become much more lenient in letting people out. It does not mean that they will let out hundreds of thousands of people but they do certainly let out thousands, and since these people are available, this is indeed an opportunity for Canada which may not exist in ten years time, although it does exist now.

Mr. Bell (Carleton): Well, certainly if this exists, it is something of which we should take immediate advantage. Could you tell us what efforts for example, Australia and the United States are making to tap this pool of technical knowledge? Are they aggressively attempting to promote the immigration of these technicians?

Mr. Borner: I am unable to answer this question, but I do not think so.

Mr. Bell (Carleton): You do not think so.

Mr. Borner: Canada is extremely popular in Poland and I think that the people who would want to leave the country would give Canada a rather high priority. There is one other country in Europe that recently has taken large numbers of Polish people—they are not technical immigrants but just people who

came, who stayed and worked there—and that is France. Apparently, for some reason that I do not understand, there are, particularly, many Polish architects working in France, although there are also other technicians and engineers. I do not know the numbers but they go into many thousands.

Mr. Bell (Carleton): In other days, when I was more familiar with the situation in Poland than I am today, the whole problem was really in arranging, with the Polish government, exit visas from Poland, and I am very much interested in what you tell me about the change in attitude. Has there been any official statement of policy from the Polish government, or how do you gain the information that you have presented to us?

Przygoda: There was no official statement but we know it from our experience with various individual immigration cases with which we sometimes are confronted in connection with our community work, and we know it from our friends and acquaintances in France or other countries.

Mr. Bell (Carleton): Would the Polish government at the present time be of a mood to permit the Canadian Embassy, for example, to advertise the situation in Canada amongst the most desirable immigrants.

Mr. Borner: I do not think we can answer that question. If I might express a personal opinion, I would not think so. I would not go quite that far.

Mr. Bell (Carleton): What would your advice be to the Department of Manpower and Immigration as to the immediate action which they should take to try to tap this excellent pool of technical training?

Mr. Borner: Just accept it; that is enough. The news would spread very quickly indeed.

Mr. Przygoda: One indication, sir, that the Polish government is willing to let them out are the individual cases which can be cited as I said before. As an example, I know of a certain case where a man wanted to bring out his 18 year old nephew, who was technically trained as a metallurgical worker, with a three year technical course behind him. The Polish authorities told him if he produced a visa from Canada he would get a passport, even though he is 18 years old and very shortly would have to go into the army. By the way he was sponsored by his aunt. However, our immigration department refused to grant him a visa. They refused to give him a visitor's visa and, later on, he was refused

as an immigrant, even though he was sponsored by an aunt and even though he is a skilled worker, and I received nine letters written by Dr. Haidasz who is present. It was this gentleman's uncle who was to sponsor him and until today we have no answer. So this is proof that the Polish government is willing to let the young man out. However, he probably will not be able to come to Canada because he will have to join the army, since military service is compulsory in Poland. He is a young worker and, to date the department has not decided his case.

Mr. Bell (Carleton): This is very interesting. From what you say, there would appear to be a pool of prospective immigrants.

The Joint Chairman Mr. Klein: Excuse me, would you permit the suggestion that we delete from the record the name of the boy. I think it would be prejudicial to him.

Mr. Przygoda: I had in mind to delete it anyway.

The Joint Chairman Mr. Klein: So that we will make certain that the name is deleted and all reference to personalities be deleted from the minutes of this meeting.

Mr. Przygoda: Thank you, Mr. Chairman.

Some hon. Members: Agreed.

Mr. Badanai: Mr. Przygoda, do you know of anyone in your profession who has applied for admission to Canada and has been turned down by our department of immigration?

Mr. Przygoda: It may be hearsay, but I know it from other sources, yes.

Mr. Badanai: I have read your brief. It is an excellent one, and I agree substantially with what you say. As far as I personally am concerned, I am certainly very much in favour of more people coming to Canada from Poland. I have had experience with Polish people in my own constituency. Of course they are excellent citizens. They have accepted their responsibilities along with others. We would very much like to see more people coming out of Poland. My question, to a certain extent, is similar to that put by Mr. Bell. How can we get these qualified people to come out of their own country. We are very anxious to promote immigration from Poland. In fact, our Minister of Immigration has indicated that on more than one occasion.

Mr. Przygoda: But, sir, the White Paper, at the very beginning, stresses that Canada needs

skilled people. However, there are two paragraphs, 95 and 96, which do not allow unsponsored immigrants from Poland. Mr. Munro told us, at the last hearing in Toronto, that an immigration office will be opened in Warsaw, Poland. This should be very beneficial because the people in Poland then will know that such an office exists. So once the basic decision is reached that an immigrant, based on his qualifications and personal merit—and this does not apply to engineers only; it applies to agricultural workers, to technicians and all skilled workers—can enter Canada it is Canada that he will accept, and this is why they propose this conditional entry permit.

Mr. Badanai: Yes. I know that the department is willing to open up an office and I think some arrangements have been made for that purpose. You say that a lot of people in Poland do not know about it. It seems to me that it is up to the sponsors—you, for instance—if you know someone in some part of the country that would not ordinarily know that an office is open in Warsaw, you could write and tell him to go to this office.

Mr. Borne: There was an amusing rumour in Poland a year or two ago—and I do not remember whether it applied to Canada or the United States—that one of these countries had opened immigration. The next day there was a crowd a few blocks long at the particular embassy. It was, of course, a rumour.

The Joint Chairman Mr. Klein: May I ask you a supplementary question. Would the Association of Polish Engineers in Canada Incorporated as an organization, after making whatever prior investigation you feel would be required from the point of view of the integrity of your own corporation, be ready to sponsor Polish engineers coming to Canada?

Mr. Przygoda: Yes. As a matter of fact, this association, in the past, already has sponsored many immigrants.

The Joint Chairman Mr. Klein: Have you had good experience?

Mr. Przygoda: Very good experience, especially during the war. Our organization has just celebrated its twenty-fifth anniversary. I can give you an example by reading to you gentlemen a letter dated August 12, 1943, signed by the Rt. hon. C. D. Howe. The letter is addressed to Mr. Roszczewski, designer of small arms.

I have been informed by Col. M. P. Jolley of the part you played in the deve-

lopment of the Long Branch Training Rifle and I would like to express my personal appreciation of the success attending this development work and the contribution which you made thereto. It is extremely gratifying to note that these Training Rifles will not only be supplied in quantity but also at such a low cost in comparison with similar rifles produced elsewhere.

Please accept my congratulations and thanks.

This gentleman's invention speeded up the training of the allied forces and saved many millions of dollars. This particular engineer was a member of our association. You may recall that during the war the Polish government in exile signed an agreement with the Canadian government, and many hundreds of Polish engineers came to work here in various war establishments. The letter that I have just read is proof that Polish engineers not only have adapted well but that they have made a considerable contribution to our war effort. Our association has sponsored many engineers in the past, so I do not see any difficulties. We will collaborate fully with the Department of Immigration and give every assistance that we can.

Mr. Borner: In relation to what you said before, in order for an individual to emigrate, it seems to me that there are three parties that have to agree. First of all, the individual must want to move; secondly the government of the old country must agree, and the government of the new country must agree. There is very little doubt but that there is a considerable number of individuals in Poland, as indeed in many other countries, who would be very happy indeed to come to Canada. The government of Poland, at the present moment, and we do not know how long it will last, is mildly tolerant of emigration—not on a large scale, by any means, but it will permit some people. At this moment, it seems to me, that the bottle-neck is in this country.

The Joint Chairman Mr. Klein: The reverse of what it was before. Before it was Poland that would not let them out.

Mr. Borner: That is right.

The Joint Chairman Mr. Klein: And Canada wanted to let them in.

Mr. Borner: That is right.

The Joint Chairman Mr. Klein: Now Poland wants to let them out and Canada does not want to let them in.

Mr. Borner: Yes, sir.

Mr. Badanai: I have not had any evidence that the government of Poland is anxious to let the people emigrate.

Mr. Borner: Oh, I would not say that it is anxious.

Mr. Badanai: You would not?

Mr. Borner: It is permissive.

Mr. Badanai: That must be a recent development then—

Mr. Borner: I would say two years.

Mr. Badanai: —because, in the past, I understand that some of the young eligible prospective immigrants were not allowed to get out?

Mr. Borner: I would say about two years, sir.

Mr. Badanai: Two years ago.

Mr. Borner: And it is a highly individual matter. You do not have any guarantee that a particular person will be let out, but large numbers are.

Mr. Badanai: Well, we would like to have them. What is the hold-up then? I have not seen any refusals; at least, they have not been brought to my attention. Of course I am not the Minister or even the Parliamentary Secretary at the moment. I was the Parliamentary Secretary for two years, under two different Ministers of Immigration, and we never turned down any applications.

Mr. Borner: It is our understanding that applications cannot be processed because they are inadmissible under Clauses 95 and 96 of the White Paper.

Mr. Badanai: Yes.

Mr. Borner: This is legally not correct; I realize that.

Mr. Bell (Carleton): The White Paper has no effect at the present time.

Mr. Borner: Yes, but you know what I mean.

Mr. Badanai: It is not yet implemented, and we hope that if and when it is implemented there will be some changes.

Mr. Borner: But the present regulations are the same.

The Joint Chairman Mr. Klein: Dr. Haidasz, you are next.

Mr. Haidasz: Mr. Chairman, I would like to pursue the questioning which you have begun

and ask our witnesses whether they know of any employer, any level of government, or any engineering association that needs certain types of technicians or engineers, where an application has been made to the Canadian Immigration authorities to allow such a group of technicians or engineers to be permitted to emigrate to Canada?

For example, I have heard in Toronto that there were plans or talks to bring from Poland to Canada several dozen mining engineers and mining technicians. Has this materialized, or have the witnesses any knowledge of any government, or association, mining firm, or any employer of any kind that would like to bring to Canada technicians or engineers from Poland?

Mr. Przygoda: Generally, the recruitment of skilled personnel—technicians and engineers in Canada—is done not so much by associations but by individual employers, like Ontario Hydro, for instance. They go to England to recruit so many engineers or so many technicians, but they do not do it through the Association of Professional Engineers; the employer does it for himself. But obviously, they cannot go to Poland.

In our brief we quote the findings of the Technical Service Council of Canada.

“Canada’s present force of 53,000 engineers and 20,000 scientists would seem substantial, but there are severe shortages, particularly among younger graduates and certain specialized senior personnel. This has caused some employers to look as far afield as Europe and Latin America for engineers and scientific reinforcements”.

Now we submit that the immigration of engineers, technicians and skilled workers from Poland to Canada will go a long way in solving present and future shortages and, at the same time, create additional employment. Generally, no applications are received by Canadian authorities because specialists in Poland are aware that they cannot come to Canada under the present regulations.

Mr. Haidasz: Do you know of any employer who would like to sponsor a group of technicians or engineers from Poland?

Mr. Przygoda: You mean, sponsor a full group?

Mr. Haidasz: Yes, a group.

Mr. Przygoda: I personally have knowledge of only individual cases, like the case of the

unskilled worker which I quoted, who was definitely refused. He cannot even apply for entry unless he obtains some kind of a paper in Poland, that Canada will allow him to enter.

Mr. Haidasz: But have you facilitated these engineers or groups by trying to act as a responsible sponsor?

Mr. Przygoda: We never dealt with the Department of Immigration as sponsors. Once the person arrives here, after we have been successful in finding ways to bring him here, we usually try to help him by finding work, and in this we are quite successful.

Mr. Bornet: It is my understanding that there is just no framework, according to the present act, by which an immigrant from Poland who is not sponsored can even apply. It is just out.

The Joint Chairman Mr. Klein: Excuse me; may I just put one question. Your group is prepared, if the law would provide for it, to actually sponsor an engineer from Poland?

Mr. Bornet: I think that we are not authorized—

The Joint Chairman Mr. Klein: No, no; I mean that you would be prepared to do that officially if you were permitted to do so by law?

Mr. Bornet: We have done that in the past in respect of a fairly large number, so I think it is reasonable to assume that the association would want to do so in the future.

Mr. Przygoda: I would say, Mr. Chairman, in answering your question, which was, by the way, raised at the last hearing in Toronto, that not only just the association of our engineer but various church parishes or other organizations, which are well recognized in our society, will be willing to act as sponsors. So I would say, in answer to your question, that our association, or our parish in Toronto or in whatever city it may be, or other organizations will be willing to do such things for the prospective immigrants.

Mr. Haidasz: Regarding the large numbers of Polish engineers and technicians who have gone to work in France and other European countries, have you experienced any difficulty in cases where these engineers and technicians would like to leave France or other European countries and come to Canada?

Mr. Przygoda: Someone mentioned at the last hearing that this regulation has been

changed, but I am aware that there was a regulation which did not permit such persons to apply for a visa to Canada unless he resided in France for, I think, a period of two years. Under previous regulations it was not possible, but if this regulation was indeed changed, as I was informed, or is going to be changed, then of course we would like such persons to come to Canada, and we would be pleased to give assistance to this end.

We know, from our experience related to sponsored immigrants, that a member of a Polish family who was in France could not come to Canada because she was not there long enough. This created difficulties because she had no means of support in France, and she was told that she would have to go back to Poland to be able to come to Canada.

Mr. Haidasz: This is my final question, Mr. Chairman. I would like to ask our witnesses whether they have had the opportunity of studying the amended Bill No. C-220, establishing an Immigration Appeal Board and, if so, whether they have passed any judgment on it and whether they intend to make any representations to members of Parliament, Senators, the department or the Cabinet in respect to any changes that they feel should be made.

Mr. Przygoda: We did not study this very closely, so I do not think that we will be able to comment. I cannot understand this matter of immigration being before this Committee and, at the same time, the House of Commons dealing with Appeal Boards. To my way of thinking, this question should be discussed in the House of Commons once this Committee completes its work. This is my personal opinion.

Mr. Bell (Carleton): That was Dr. Haidasz's opinion too.

Mr. Przygoda: I mean that discussion in the House was too soon.

Mr. Haidasz: Yes, premature. Has any professional engineering association in Canada, or any union created difficulties for engineers or technicians who emigrated to Canada and wanted to find employment?

Mr. Bornet: Well, we can only speak for Ontario. The Association of Professional Engineers in Ontario has been very co-operative, as far as immigrants from Poland are concerned. They went to a considerable amount of trouble to get information on the required level of education and what partic-

ular diploma really means, and quite a few engineers from Poland have been admitted to membership of the Association of Professional Engineers. This comment does not apply to associations of doctors, dentists and architects.

Mr. Haidasz: Thank you, Mr. Chairman. I personally and as a member of this Committee, want to thank our witnesses, and to state that it is a tribute to the Polish engineers that many governments have expressed appreciation of their developments. May I also add that one of the first Polish engineers to come to Canada in 1842 was knighted by Queen Victoria. His name is Sir Casmir Gzowski, and he contributed a lot to the development of Ontario.

The Joint Chairman Mr. Klein: Have you any knowledge of Polish doctors that are having difficulty being admitted to the practice of medicine, for example?

Mr. Bornet: I have no personal knowledge of any doctors who have come lately from Poland, but in respect of some who have come from Britain, yes.

Mr. Przygoda: I have knowledge, Mr. Chairman. Once he is in Canada, he has to go through the same process as any other doctor. It means that he has to go through the hospital training. The practice varies with the different provinces. In Ontario he has to pass an examination before being accepted as an intern. I just dealt with a young doctor from Poland. He applied to the medical council of New Brunswick, because in that province this examination requirement does not exist. However, he has to pass an examination after the internship. In Ontario, he has to pass an examination before the internship.

The Joint Chairman Mr. Klein: In other words, he must have an Ontario qualification to be an intern before he can be an intern.

Mr. Przygoda: Yes. He has to pass an exam, and in most cases English is a requirement.

The Joint Chairman Mr. Klein: Do you know whether the authorities in the province of Ontario consider the qualifications of a graduate medical doctor of, let us say, the University of Warsaw, equivalent to a medical school in Canada?

Mr. Przygoda: No, because the medical council in various provinces do not recognize any diploma. Every one has to go through the internship period, and every one has to pass

an examination to be accepted. But, to do this he has to have a "recognized diploma". So, in this connection, the answer is yes. A Polish diploma has a high value and from what I understand, they are regarded more highly by the medical councils in various provinces than the India diploma.

Mr. Bell (Carleton): I have one further question. Do you have any information as to the numbers who may have emigrated from Poland to France.

Mr. Przygoda: Do you mean if they have had difficulties with the French Government?

Mr. Bell (Carleton): No. Approximately how many emigrated from Poland and went to France?

Mr. Przygoda: I could not answer your question directly. Where a person from Poland goes to France, works a certain period and goes back, this is regarded as official emigration. However, unofficial emigration exists to a large degree. This is where a person goes, officially, or to a certain exhibition or to study, and does not return to Poland; he stays where he is. The French authorities do not create any difficulty. He receives a temporary permit for three months, and he is registered with the police. Then after three months they extend this period, and so on. After a certain period, perhaps a year or so, he receives a permanent permit to remain in France. In the meantime, he is allowed to work. This is how it works.

Mr. Bell (Carleton): In that connection, what would the volume be?

Mr. Borner: I do not think we have any information at all on that and I do not think anybody does. My uninformed guess would be of the order of ten or twenty thousand.

Mr. Bell (Carleton): All told, or in the last year?

Mr. Borner: In the last couple of years, when this thing started. However, I may be out in those figures because I do not know exactly what the figure would be.

Mr. Bell (Carleton): Yes. My reason for asking, of course, was that you had indicated France was an illustration of how they were able to leave Poland—

Mr. Borner: It is not a negligible group. It is not just 20 people, and it is not a few hundred thousand either.

Mr. Badanai: May I ask a supplementary question to Mr. Bell's in regard to immigration to France? I understand there are quite a number of guest workers in West Germany from Poland. That they go to Germany for a period of maybe a few months or a year and then go back to Poland. Are you aware of any such movement?

Mr. Przygoda: Yes, I have heard about it. I have heard that they even have to pay a portion of their salary back to the Polish Government. However, many of those people stay.

Mr. Badanai: Stay in Germany?

Mr. Przygoda: Well, I do not know. I know about France, I do not know about Germany.

Mr. Badanai: Well, I presume the same thing would apply to people who emigrate to Germany.

Mr. Przygoda: It might.

Mr. Borner: Their regulations are different. They do not have the strict distinction between an immigrant status and a visitor's status. These people are sort of in an in-between status. Many of them do not stay for life; they may go back for visits or return to France again. It is only 24 hours by train.

Mr. Przygoda: These are very normal proceedings for Germany and Poland. Before the war, many farmers worked in Germany during harvest time and then returned to Poland. I understand such arrangements are continuing today, because they do not have enough manpower. It is only about five or six hours by train.

Mr. Badanai: Personally, Mr. Chairman, I would favour a greater effort being made by our government to persuade the Polish government, for example, to let people, who have relatives in Canada, emigrate, if they so desire. To some extent, that would probably open the door to sponsored immigration, and would create a wave of emigration from Poland which would be beneficial, I would say, not only to Canada but also to Poland. I have a strong feeling about that, Mr. Chairman. I made the same suggestion with regard to emigration from the Ukraine of people who have relatives in Canada and who would like to join their relatives here. Of course I am not a diplomat, but I think our government should make an effort in this direction.

Mr. Bell (Carleton): I simply would point out—as the brief does—that the number of

Canadians of Polish descent who are eligible now as sponsors, is small and, in fact, is declining. So, we are confronted here, not with a situation of sponsored immigration but unsponsored immigration. If we are going to make any impact at all, it has to be in the field of unsponsored immigration.

Mr. Badanai: Yes, but I would not overlook sponsored immigration because, in my own constituency, for instance, there are several thousand Polish people who have friends and relatives in Poland and they would like to have them here. My constituency is only one of many. I think there are a very large number.

The Joint Chairman Mr. Klein: I think the witness previously said that the difficulty seems to be here rather than there at the moment, so if you wanted to make an appeal, you would have to make it here rather than there. The fact that the Canadian government is going to open an office in Warsaw would indicate that there is a feeling to permit the very thing that you are talking of.

Mr. Badanai: Yes, but the point is that the Polish government does not appear to be co-operating with our office in Warsaw. Is my assumption wrong?

The Joint Chairman Mr. Klein: I do not think that this was the impression that the Committee wanted to give here today; they do not know what the situation is in Poland. However, it does seem to me that at the moment, if there is any blockade, it is on this side rather than that side.

Mr. Baldwin: I think the witness suggested that this distinction between dignified acquiescence and enthusiastic co-operation is on the part of the Polish government.

Mr. Badanai: That is exactly what I tried to point out.

The Joint Chairman Mr. Klein: May I ask one question that interests me. Is the Soviet Union attempting to take advantage of this great pool of skill in Poland?

Mr. Borner: Not at all.

Mr. Przygoda: We understand that it is very difficult to cross the boundary between Poland and Russia. You have to get special permits and so on.

The Joint Chairman Mr. Klein: If there are no further questions, gentlemen, I want to express the thanks of this Committee to the

gentlemen who are here. You may be certain that the brief which you have presented has impressed this Committee and that it will be very carefully looked into during the course of its deliberations, before finally coming to some conclusion.

Mr. Przygoda: Thank you, Mr. Chairman.

Tuesday, March 14, 1967.

• (11.15 a.m.)

The Joint Chairman Senator Langlois: Order. Gentlemen, we have here this morning a delegation from the Canadian Hungarian Federation, represented by Mr. Gyallay-Pap and Mr. Udvarhelyi, and we have also a witness, Mr. Villanyi.

I will call on Mr. Gyallay-Pap now to introduce his delegation and summarize their submission.

Mr. Donald Gyallay-Pap (President, Canadian Hungarian Federation): Mr. Chairman and honourable members of the Committee, on my right is Mr. Paul Villanyi, the Vice-President of the Canadian Hungarian Federation, and Mr. Charles Udvarhelyi, a member of the Executive Committee of the Quebec Branch of the Canadian Hungarian Federation, from Montreal. My name is Donald Gyallay-Pap President of the Canadian Hungarian Federation from Montreal.

I will now summarize our submission.

Introduction

Our comments and observations herein are determined by two main conditions:

1. As members of the Canadian Society and loyal citizens of this Country, we feel committed to the interests and needs of Canada. Therefore, our approach tends to be objective, regardless of our previous status as immigrants.

2. As former immigrants, we believe that we are aware of certain basic *psychological patterns* which are common in the average immigrant's approach to his new Country. Therefore, we hope that we are able to contribute with our comments and proposals to our lawmakers in matters relating to Immigration policy.

General Appraisal

After studying the contents of the White Paper, we have come to the conclusion that the proposed reforms in immigration policy are realistic and sound on both *economic and sociological considerations*.

Sponsored Category

We favour restrictions of sponsorship to persons over 12 years of age with minimum schooling equivalent to the Canadian primary level of seven years or more. In our complex industrial society, notwithstanding the interest of the community, it is only fair to the prospective immigrant himself, that he possess this minimum requirement in order to cope with his new environment in which the learning process is, of necessity, ever evolving. Moreover, if the Canadian Government, through its planned Manpower policy, intends to recruit thousands of workers for vocational and retraining courses, not limited only to the acquisition of industrial skills, but basic knowledge as well, (without which, at present, industrial skills are virtually unobtainable), then it is evident that the newcomer, for his own sake as well as that of the community at large, should possess equal ability.

Further reference will be made on the importance of skills, when we comment on Manpower policy. The restrictions regarding non-citizen and citizen sponsors, as outlined in article 47, chapter III of the White Paper, conform with the need of regulated population growth, on which importance we will elaborate in the context of national economic growth.

Un-sponsored (Selected) Category:

An urgent reappraisal of past policies in selected immigration is due, which shall be subordinate to Manpower policy. Exhaustive studies and estimates of the total labour force will be needed, particularly in those industries which will be affected by changing world market conditions. At present, when the supra-national European unification, and other regional blocks are no longer a hypothetical supposition but a coming reality, foresight is needed to cope with the new world's market combinations which will emerge in the coming years.

Importance of Population Growth to Attain Social Economic Goals:

It is universally recognized that the aim of modern society consists of the achievements of the following basic social goals:

1. Full employment
2. High rate of economic growth
3. Rising standard of living

As society consists of a certain number of individuals, the above mentioned goals are evidently for these same persons. On the other hand, the number and quality of these persons are, in themselves, decisive in the course of attaining these goals. Consequently, population growth tends to be a self-regulating process in the context of national economy.

Population Growth vs. National Economy:

In the aspect of Canadian Economy, a regulated population growth should be the goal. This ensures a larger home market and increased return to the basic scale of national economy. However, this is only possible when an optimum point of the population prevails. The optimum population, by definition, is one which keeps pace with the resources and available capital, and of course, no less important, with the technological level required.

Population growth, as has been suggested by so many leading economists of the pro-Keynesian school, is not merely a response to economic opportunities, but it is itself a cause of the same, (along with capital resources and technological factors). Moreover, according to the same frame of thoughts, the population growth in the weighed sense is a heavier factor than the other in the context of economic growth. With an ever increasing population, expanding frontiers, newly discovered resources, and a sufficient supply of capital, both from Canadian savings and from abroad, Canada at present is already giving the world an example of increasing real output (and real income) per capita.

The main problem remaining is to determine the optimum number or size of the population. This is probably the main reason why a stable quota has not been ever established in the past. The independent forces of our national economy were so influential, that to a great extent, immigration levels had to be established pragmatically by constant probing and testing of absorptive capacity. Previous governments created the impression

that their immigration policies were determined almost entirely by temporary trends or short-term needs.

Planned Economy vs. Population Growth:

It seems to us, however, that the present Government tends to establish a planned economy, with the determination to apply the post-Keynesian methodology. We incline to believe that the latter has proven to be the only workable method, as it was able to cope with the complexity of an industrialized country's economic problems following World War II. At present, Canada, as well as the other industrialized western countries, follows a mixed economy. This system is still based on private enterprise, but admits State intervention. If the State intervenes in the money market, in the allocation of capital redistribution of national income through the social security system, it is bound to regulate the composition and the reassignment of the labour force.

Importance of Skills and Schooling

During the post-war period it has become increasingly apparent that the future prosperity of a nation will depend in large measure on its success in creating and maintaining an adequate supply of professional, technical, managerial and other highly skilled manpower. Knowledge and skills have, of course, always played an important role in economic growth. The natural materials and resources which support today's high standards of living, for example, have always been available, but they had no value until the appropriate knowledge and techniques had been developed for their processing and marketing. Natural resources and capital available without skilled labour force cannot give the necessary push required to improve the rate of productivity, without which the average national income tends to be stagnant.

Moreover, the ever increasing mechanization of production inevitably leads us to automation combined with computerized administration. Both trends demand more and more solid knowledge of mathematics and physics. The border line between blue and white collars seems to disappear and they will be faced with the same demands as far as schooling is concerned.

Immigrant Worker vs. Manpower Policy

In the vocational and retraining program of the Minister of Manpower, the dislocation of the immigrant worker would be borne with more ease than in the case of the native Canadian. Obviously, the former is not as deeply rooted either in a certain city or region. Therefore, we believe that the reassignment of the labour force could be carried on without painful consequences in the case of the immigrant worker. We assert, too, that there are high chances of success in any campaign designed to invite immigrant workers to participate in courses in industrial skills or retraining programs.

We support a consistent and regulated immigration, because we believe that the population growth in Canada for the reasons enumerated in our brief, is a vital factor to attain steady economic growth.

We believe that to reach an "optimal population", which is needed to obtain "optimal return" of the national economy's scale, the sponsored unselected category should be restricted in the proposed way. We think that the unsponsored, (selected category should be recruited on carefully established principles coping with the demand of increased industrialization, automation and the new combination of world market.

We support manpower planning and vocational courses as outlined in the Government's policy, as a step in connection with the above stated suggestion. We are confident that retraining and vocational courses would transform the already settled immigrant workers for a more useful contribution to national productivity and, at the same time, enable them to improve their earning potential and stabilize their position in the labour market. All those actions would result in a higher per capita national income and improved general welfare of the community at large. It is our opinion that in the context of a newly regulated immigration policy and manpower planning, the labour force, as such, would be more efficient, and consequently the rate of national productivity would be higher and the net income bigger.

As a consequence, the Country's capacity to admit humanitarian cases (refugees or non-

refugees) will increase, and the means to give them individual guidance or welfare care would be ensured. Thus, Canada could fulfill her moral and altruistic obligations in a more generous way, obligations which at present, when mankind's oneness is on the horizon, are more binding than ever before.

In our opinion, the case of refugees can be considered within the context of general goals of immigration. The admission of refugees who meet all qualifications is as much Canada's interest, as the admission of any other non-sponsored qualified immigrant. In most cases, the admission itself does not constitute a humanitarian act, on the other hand, the rejection of such persons may expose them to inhuman consequences.

We would welcome if proper administrative procedures could be established to admit qualified refugees, especially from countries where Canadian immigration offices are not available.

Finally, we welcome the proposed establishment of nationwide "advisory councils" in the field of immigration. These newly created bodies, attached to the Immigration Department, will fill the gap that previously existed in the administration and guidance of immigrants during their adjustment period.

We would suggest, in conclusion, a substantial augmentation of the staff of Immigration and Citizenship officers and the coordination of their activities with the said advisory councils. We suggest that prominent and capable leaders of various ethnic groups be invited to those councils to cooperate towards the success of the proposed programs.

Thank you very much.

Mr. Chairman may I ask for your permission for Mr. Villanyi to bring up two special technical points in connection with our brief?

Mr. Paul N. Villanyi (Executive Vice-President, Canadian Hungarian Federation): Mr. Chairman, and members of the Committee, I would like to add only a few small but very important practical points to the brief of our Federation.

The first point is a rather technical one. It is our Federation's submission that not all points outlined in the White Paper of the Government need legislative implementation. It is our understanding and opinion that certain points could be implemented by way of administrative action on the part of the department, such as regulations or even internal instructions to the lower levels of the immigration branch.

In our Federation we have in mind especially the problem outlined in paragraph 19 of the White Paper. The government White Paper makes the perfectly correct statement that the existing sponsorship system—this is my version of the wording—has bias against unsponsored and sponsored immigration from communist countries. It is our feeling that by appropriate regulations and instructions present procedures could be brought in unison with the policy outlined in the White Paper, without waiting for a considerable length of time during which the policy will be implemented by legislative action. This could be done, as I outlined just now, by way of regulations in these functions.

The second point to which we have to turn our attention is the problem of those people who are entering Canada and seeking political asylum in this country. This is a problem which has wider implications, technically speaking, than the immigration policy, but still the authorities in charge of immigration are, for all practical purposes, handling these cases.

Mr. Chairman, a few months ago we had a problem which aroused a certain degree of public interest and in that case the department took the stand that there was no valid reason to withhold the execution of the deportation order because it was the department's understanding that the country in question did not persecute returned deportees. May I very respectfully submit that certain countries, unfortunately, do not have the ideas and concepts of law and legality that our country and the western democracies have. There are government practices which, apart from direct criminal prosecution, impose on the individual a tremendous degree of hardship and which, without a judgment of a

criminal court, can even deprive the individual of his means, his normal way of living, of his home and of his freedom to move around in his own country.

In such cases it is our respectful submission that the department should consider the actual and legal position that such countries are taking against deportees and that this, in our respectful submission, should be a major consideration in deciding about returning to their native country people who are seeking political asylum in Canada.

The Joint Chairman Senator Langlois: Are there any questions?

Mr. Klein: I would like to begin by saying that my late father was an immigrant to this country from Hungary.

What distinction do you make between a qualified refugee and a refugee?

Mr. Charles Udvarhelyi (Quebec Branch of the Federation and Member, Executive Committee, Canadian Hungarian Federation): A qualified refugee is such as a person on a visitor's visa, who arrives in the country. He may be a civil engineer or a highly skilled industrial worker. Then at the end, or in the middle, of his Canadian visit he will discover—not necessarily through family members—the possibilities here for him if he will apply to obtain a permanent landing visa. Meanwhile, he is here. We believe that he is skilled in the sense of the selected unsponsored category even in the act, with industrial skills and a certain level of general education. Therefore, those self-declared refugees who possess the necessary requirements as established by governmental established policy should enjoy a certain probability of being admitted. Give him or her the benefit of any doubt, that they did not come here through a visitor's visa only to escape from the procedure established in their country.

It is quite obvious that we cannot demand for everybody the same benefits that we have outlined in the introductory part of the brief. We tend to be objective. We have done exhaustive studies to learn the dictates of present government policy as it concerns manpower, vocational courses and the tremendous efforts to build up a labour force so as to be able to carry out the government program in

the integration of industry. We cannot insist in each of those cases that they should get a landed visa.

Now, who is qualified and who is not? It is partly determined by the general education requirement and the present skill program.

Mr. Klein: Are you suggesting that an unqualified refugee should not be admitted?

Mr. Udvarhelyi: No; definitely; but we would suggest that the qualified refugees who have those qualifications should receive your consideration, not only, as my colleague has just explained—and there have been dozens of cases lately—based on industrial skill but on the emotional aspect, as well.

Mr. Klein: Frankly, I am a little confused by your brief, because in 1957 I favoured, as most Canadians did, the admission to Canada of thousands of Hungarian refugees. If this test were to be given to the thousands who came in in 1957 perhaps many of them would not have been admitted.

Mr. Udvarhelyi: According to our study—and our president and I just exchanged ideas before the hearing session—we do possess certain solid estimates that a very high overall majority of the refugees—

Mr. Klein: But that is not the point. The point was that these people needed a haven.

Mr. Udvarhelyi: Yes.

Mr. Klein: They had to be admitted, and Canada admitted them irrespective of what their qualifications were.

Mr. Udvarhelyi: Yes.

Mr. Klein: This was welcomed by Canada. If we were to follow what you are now suggesting in your brief many of these people might not have been admitted, because certainly it would have taken months to process—how many came in I do not know—about 50,000-odd or more.

Mr. Gyallay-Pap: Forty thousand.

Mr. Klein: About 40,000; it would have taken months to process these cases.

The brief, in my view, is inconsistent with the attitude taken by Canada in favour of Hungarians.

If a similar situation arose in Hungary today, or in Poland, or in Yugoslavia, or in any country behind the Iron Curtain, you would not apply these conditions, would you?

Mr. Udvarhelyi: Certainly not; certainly not. In our brief we are considering only the individual cases, not mass immigration.

Mr. Klein: Perhaps I misunderstand the brief; I do not know; but it seems to me that when you speak of a qualified refugee you are not making any distinction between that person and an unsponsored, educated, skilled person. The qualifications that you are laying down for refugees are equally rigid, in a sense—and I do not think that we should be rigid with refugees—but when you speak of a qualified refugee how do you make the distinction between that person and an unsponsored, skilled person?

Mr. Gyallay-Pap: We have established that 99 per cent of those who came through the extraordinary Immigration which took place in 1957, correspond to the qualifications or expectations of the immigration law. We can hardly imagine any practical cases where this minimum requirement would not be attained by applying immigrants.

Mr. Klein: In my view this is not the point. In 1957 these refugees were brought in and no questions were asked. Now you are saying that we should ask of refugees questions that we did not ask in 1957. How do you distinguish between those two positions?

Mr. Villanyi: Mr. Chairman, may I interject something? I feel that the wording does not express quite clearly the intention of those who have drawn up this submission for the committee.

We have tried to distinguish between refugees and other kinds of immigrants, meaning, by "refugees," those hard core refugees who are still living in various European countries in camps and whose problem is partly taken up by the United Nations Organization.

I feel that this submission tends to establish a general policy, or to suggest a general policy, in respect of these refugees, without taking recourse to the exclusively charitable approach, which Canada accepted in the past few years when a restricted number of such refugees were admitted. But I think and we are very grateful for your question, Mr. Chairman—that in an emergency similar to what occurred in Hungary, quite apart from in which country it would occur, we would never—and this is our submission—advocate any restrictive policy or specifically any more restrictive policy, which, for instance, speaking for myself, enabled me to come to Canada in 1957.

Mr. Baldwin: Mr. Chairman, reading the brief and listening to the explanations which have been very excellently given, it would seem to me that this brief follows, with what, in my view, is almost painful exactitude, the provisions of the White Paper and that it would probably stand or fall with the White Paper.

I take it that the witnesses have been following the proceedings. I wonder if you have read the brief and the transcript of the proceedings when the Minister of Industry from Manitoba was here, the Honourable Sidney Spivak. Have you had an opportunity to read the brief presented by the Manitoba Government and the observations of Mr. Spivak?

Mr. Gyallay-Pap: No.

Mr. Baldwin: You have not. Well, I use that as an opening because that brief takes issue with some of the provisions of the White Paper, and I wanted to ask you one or two questions in that regard.

As I construed their brief and its relation to the White Paper, it is all very well if you are able to draw a line around the centre of Canada and cut off the north and the west; but to me it is too much as if you were sitting at the end of two taps, and you turn the tap on whenever you want to get the right kind of immigration at the right time. That is all very well if you have a proper reservoir of labour.

Forgetting that for the moment, do you not feel that, in addition to the type of immigration you envisage here, which faithfully follows the White Paper's idea, there is an opportunity in Canada, where there is still a great frontier, for a type of immigrant somewhere between the type envisaged in your brief and in the White Paper, and the type that we had in Canada 40 or 50 years ago, who can complete the settlement and the establishment of our society in the frontier regions which at the present time remain unsettled and may well continue to remain unsettled?

Before you answer that question, I must say that what I have in mind is the distinction between Canada, which owns so much of the North, and the conditions which prevail in the Soviet Union, where tremendously large areas in the North and the East have been opened, have been settled and where cities exist far north of the sixtieth and the sixty-second parallel, with populations of a million and 500,000 people.

Do you not consider that there is a type of immigration, which should be encouraged, which will assist in the opening and development of these areas?

Mr. Gyallay-Pap: In our brief we have accepted the principle that a planned economy should be accompanied, to a certain extent, by planned immigration. Once this is achieved—and there is a major emphasis in our brief on that—the situation created, with this planned development of the country, which would result in a high standard of living, would enable Canada to make the exceptions to this principle of having certain qualifications for immigration—the exceptions, as we point out in our brief, being the humanitarian cases and the refugees, who, through no fault of their own, seek admission to this country, although not necessarily conforming, in every aspect, with the requirements of immigration.

Therefore, we are going along with planned immigration as a principle, to a certain extent, in order to put an emphasis on those categories which deserve special consideration.

Mr. Baldwin: I understand that; but do you not think that there is scope in this country for a stream of sponsored immigrants? Canada is in the unique situation of having a settled industrial base, but, in addition, a large and wealthy frontier land waiting the entry of people. Do you not think this is an opportunity to develop this country by having a continuance of a system of sponsored immigration, in addition to what the White Paper has set out and what you have suggested in your brief?

Mr. Villanyi: Gentlemen, in the first place, what we have tried to convey, of course, is our very strong and determined support of sponsored immigration. We would not feel it acceptable and honest to take a stand against the sponsored immigration principle when all of us I would say, are personally concerned with certain persons whom we would like to sponsor and to bring to Canada.

As far as your second question is concerned sir, on the unopened north of Canada, I am ready to admit that perhaps our approach to the problem is one determined by the group of immigrants we belong to. Sir, you must be aware of the fact that European immigration to Canada has an ever-increasing urban pattern. The focal points of European immigration are perhaps a dozen or 20 urban centres in Canada.

If our brief is not sufficiently comprehensive on the problems that you have raised please accept our explanation that this is our urban approach to the problem, and this is the reason we have adopted this position.

Mr. Baldwin: I think the same explanation could have been made by the people who wrote the White Paper's urban approach to the problems.

Mr. Udvarhelyi: On page 7 of our brief, on the subject of the immigrant worker versus manpower policy, if you will study it again, you will find that we do welcome the dislocation of the worker. Therefore, if it brought the possibility of opening the north, or the government process needs financial approval and so on, you can find a lot of volunteers among the immigrant workers, not necessarily because they are adventurous types, but because they have the high possibility of earning more money and, I am sure, because they will leave their ethnic association. As we pointed out they would accept the challenge, both as mining or agricultural workers.

At the moment the economic program of the country for the coming years is going to conjure up a new combination of dislocations for those who are needed. They need many thousands to open the north. This we understood when we supported the skills, and so on, in the White Paper; but it is according to the need. If you need fewer, that is all right. We are not contradicting ourselves.

I would not go so far as to say that our approach has been entirely determined by the urban concept. I myself am working in the labour field.

I am confident that if the government had a program such as the one the Diefenbaker government had at the very beginning, for the opening up of the north, and so on, on a realistic basis, the present immigrant workers—even the ones who have been settled for the last 10 years—you can recruit thousands of them.

Mr. Baldwin: Mr. Chairman, I must leave and go at 12.00 o'clock to a procedure committee which, among other things, will try to make life easier for committees.

I just want to make one comment before I leave. I come from the northern part of Alberta, which is the extension of the great central plain into the north, along the Peace and the Mackenzie and Slave rivers. Over the course of the last 15 to 20 years, the new communities and the existing communi-

ties—the trend to settle into the north—have included a great many people from the country you came from and other parts of central Europe. They have assisted in opening up this country. They have formed families and have contributed to community leadership and in other ways. This has just scratched the surface and a lot yet remains to be done in comparison with what has been done in Russia.

I am merely using your brief to take a little whack at the White Paper, Mr. Chairman, and to say that there is still a tremendous opportunity for this to be done in the frontier areas. I wanted to emphasize that, and that is why I asked the question. I really was not being overly critical of your brief.

Now, will you excuse me, Mr. Chairman?

Mr. Nasserden: It is a very thoughtful brief. I must say that I do not agree with all that you have said. As it did Mr. Klein, your reference to qualified refugees worries me, because in the paragraph preceding it, you say:

In our opinion, the case of refugees can be considered within the context of general goals of immigration. The admission of refugees who meet all qualifications is as much Canada's interest, as the admission of any other non-sponsored qualified immigrant—

And so on. Well, I think that they would qualify today on that basis; there would be no change whatsoever in that; but then you go on to say:

We would welcome if proper administrative procedures could be established to admit qualified refugees, especially from countries where Canadian immigration offices are not available.

I could go along with that a lot easier if you had not put in the word "qualified" there. This seems to me to be a greater restriction than we have at the present time. It seems to run counter to what you said when you made the explanation afterwards.

Mr. Udvarhely: One of the members who prepared this is unfortunately not here, and I am sure that he would be prepared to defend it as I know his approach. "Qualified" means what the White Paper established, for instance—a minimum general school level. According to our public school laws and systems, even in the old country there is compulsory education up to 15 years, which is two

grades more than the limit established by the White Paper.

Therefore, we look at the problem as follows. The White Paper deals with other sectors of Canadian political life. Even Mr. Deutsch, Chairman of the Economic Council of Canada, in his yearly report, almost endlessly comes back to point out that general education is the main thing for people obtaining visas, because if the immigrant knows arithmetic, physics, and so on a course of six months or one year gives him enough to make him a skilled labourer. It is very important, and you should keep it in mind. This was the whole motivation. There are many people, especially in the last two or three years—and the communist regime has even advanced further; you know the efforts they have made towards education—we know that it would be easy for them to get through because almost all of them received a high school education or similar. We are confident—we know—that the same applies in Czechoslovakia and in Yugoslavia on education. That was the reason for our putting in the word "qualified"—because we are sure that they are qualified through their general education.

Mr. Gyallay-Pap: Our brief may appear to be restrictive, but it is not meant to be.

Mr. Nasserden: But after listening to the explanation you have just give me, I am more than ever convinced that it is restrictive.

Is it not true that a refugee could be without education and still would be—

Mr. Gyallay-Pap: A distinction was intended to be made between refugees and humanitarian hardship cases. Actually, this is where the distinction lies. We would like to treat this differently, to the extent, that the humanitarian cases are the hardship cases; and in the case of refugees, we want to say that they should not be considered different from any other category applying to immigrants from any other country.

If they are in the position of being refugees applying for immigration, there may be bureaucratic reasons for their being in such a position, because there are no facilities in their home country to process them; or they are here, and there may be a wish to stay here. In these cases, they should be just as qualified for immigration as are other categories of immigrants. They should be regarded as belonging to the same category of immigrants as for any other corner of the world. If they go forth on their own and make their

applications, it is not in response to bureaucratic requirements here, because Mr. Villanyi has alluded to those who come here, for instance, as visitors, and make their application here.

Mr. Villanyi: May I have a final word here? Mr. Chairman, we have spent some time explaining our position, but may I make a final attempt to be adequately articulate.

What we have in mind is, that there should be a distinction between refugees. Those refugees who are eligible to be admitted to Canada under general immigration law should be treated as such; and as far as inescapable humanitarian considerations are concerned, we should reserve these for those who could not be admitted to Canada under the general rules and legislation as far as admission to Canada is concerned.

As a final word on our side, we very strongly adhere to the principle that refugees, political refugees, and those seeking political asylum, should, under the general safeguards, be admitted to Canada.

Mr. Nasserden: Well, I can see your point, as you are looking at it, but I really think that the Committee will have to take a broader look at the question than that.

I want to put on record one or two things about your federation. How many members have you, approximately?

Mr. Villanyi: I have, if I may use the words, a super-organization, which has as members all the non-communist Hungarian organizations and established churches of Canada. The federation has a board of directors who are elected individually, and chairmen, presidents of the various organizations including veterans organizations, social clubs and professional organizations, as I have just mentioned to you, sir. So that for all practical purposes, may I state that the Canadian Hungarian Federation is the organization representing the overwhelming majority of the Canadians of Hungarian origin excluding extremists of every colour, type or category.

Mr. Nasserden: Are you scattered across the country?

Mr. Villanyi: Yes. The constitution of the Federation envisages a national structure and a provincial structure. We have provincial organizations not only in Quebec and Ontario but also in the west.

Mr. Nasserden: You refer to "optimum population" a number of times in your brief.

Am I right in assuming that this indicates that you believe that at the present time there is almost no limit to the amount of immigration that we could take into Canada from Italy?

Mr. Udvarhely: Well, unless we look at Canada as a country comprising a very large territory only, our approach would be based on the real opportunities at present and in the immediate future in order to be able to establish the optimum population; as we stated in our brief, the optimum population, the growth of which shall correspond with the rhythm of the accumulation of capital and the resources, and with the technological level. Therefore, you are not supposed to define "optimum population" in a rigid arithmetical term. There could be a recession or crisis in the economy where we could be back in the 1930-34 period. You certainly would not advocate immigration during such an economic crisis, and then the optimum population would be, of course, different. Therefore, the optimum population cannot be the same as during a period of substantial economic growth.

Mr. Nasserden: Do you really think that that applies in a young country like Canada that is underpopulated and that even in a period of economic slowdown we should restrict immigration? Do you not think that in a period like that an influx of immigrants might spur the economy rather than slow it down?

Mr. Udvarhely: Well, there is a strong disagreement among economists whether a continuous additional working force is able to modify the trend of economic recession, especially when the crisis or recession is expected to last two to three years and is not a seasonal slowdown.

Mr. Gyallay-Pap: We have to emphasize very much that the population growth is not only a response to economic opportunities, but also a cause of such opportunities. It is a good thing to increase immigration, when it is felt that it will benefit the general economic growth, along with the other factors, which we also very much emphasize and which we always return to—the refugees and the humanitarian cases. But we certainly recognize and emphasize the fact that the population growth helps the country in its relation to economic growth, as mentioned on page 4 of the brief.

Mr. Nasserden: Yes; I followed that and got that point very clearly. That was why I asked the question—to bring it out a little more fully. My next question will be the final one, I think.

From your knowledge of Europe do you believe that there is any real reluctance on the part of people from Europe who come to Canada to establish themselves in rural areas, or in the frontier areas, of the country. Is there a real preference on their part to establish in the urban areas?

Mr. Villanyi: It depends on the population emigrating to Canada. If you look back at the history of Hungarian immigration, the considerable number of first immigrants belonged to the rural strata of population. In the province of Saskatchewan you have villages and places with Hungarian names such as Esterhazy, in the potash region. Therefore there is no basic reluctance. I know that in Quebec—and I do not know whether I quote the name correctly—there is the Federation of Catholic Agricultural Workers, who are sponsoring agricultural immigration to Canada. I think it is very true, that there is a genuine desire among certain people to come to Canada and to continue in the field of agriculture.

Look at the tobacco region of southern Ontario. Look at the Niagara peninsula and Welland and Saskatchewan, and other regions of the country. Even in the county of Ontario and other counties around the Toronto area there are a great number of Hungarian farmers who came to Canada as farmers and continue as such.

Certainly in recent times we have not found as overwhelming an interest in farming as before. It might be that this is identical to, and parallel with, the trend prevailing in Canada. Farms are worked today in a highly mechanized manner. Manpower is not so much needed as before. With ever-increasing productivity the number of farms is decreasing and production increasing. This might be the answer to your question, sir.

Mr. Udvarhelyi: Because the composition of labour forces in the countries which are partly agricultural ones, during the past 20 years, due to the mechanization of agriculture, created the same pattern. The active part of the population engaged in agriculture—even in the South and Central European countries—had to be reduced because of the improvement in mechanized agriculture, as well as the attraction exercised by the higher wages in industry.

Some 20 years ago the composition of the Canadian labour force was different. I believe 23 to 24 per cent of the active population was engaged in agriculture. At present, I believe no more than 10 per cent is employed in agriculture. I think there is not so much room for additional farm workers with the further growth of mechanization. We know that at the same time the big metropolitan areas and the industrial centres are attracting more and more people from agriculture.

Mr. Nasserden: Well, you say that the trend is the same as the trend here, as far as urbanization is concerned. I take it that the farms are getting bigger there, too.

Mr. Udvarhelyi: In Eastern Europe, the structures of the farms are different. They are mainly collective farms, therefore their sizes are much bigger than previously.

Mr. Nasserden: Oh.

Mr. Udvarhelyi: There the machinery is rented by the collectives.

Mr. Nasserden: Well, you said that they believe that there is no room for them here. Does that mean that there are people who might like to come?

Mr. Udvarhelyi: It depends on the efforts of the Canadian Government to establish immigration offices in those countries. Then, of course, if proper booklets and adequate statistical and other information are provided, on the real possibilities of Canadian agriculture, if they had the choice they would come as agricultural workers. I wonder, however, how many would remain in farms, and would not be attracted by industry, trade, and so forth, later on.

Mr. Nasserden: You would agree, would you, that people in those categories might not have quite the high standards of education that you have referred to in the bulk of the immigrants who came in 1956?

Mr. Udvarhelyi: Well, I could not say, because in the 1960's I believe 8 years' minimum schooling was already in effect and enforced; that legislation had been passed much earlier for the minimum schooling of 8 years. We know even through our Canadian newspapers that all Central and Eastern European countries have a compulsory minimum of 8 years schooling.

Mr. Villanyi: Sir, I would like to add something in order to dispel any possible misunderstanding.

If you are inquiring about whether or not there is a general desire in our former country, and in other countries behind the iron curtain, to emigrate to Canada, then I answer your question with an emphatic yes. This applies to all categories, apart altogether from schooling, because I have my personal information and my personal contacts of family. In all their letters—which they fear are read also by other people overseas—relatives point out that we should do everything to help them to come here. It is a general trend and desire in this atmosphere of hopelessness. They want to come here. This is another aspect of it.

Mr. Udvarhelyi: Definitely, that is the case.

Mr. Nasserden: Thank you very much.

Senator Pearson: What part does your Federation take in Canada at the present time in giving instruction on the laws and regulations of this country to immigrants from Hungary after they arrive here?

Mr. Gyallay-Pap: Although this is not done in a very organized form we regard it as one of the main objectives of the Federation. Since all the immigrants present themselves at their respective churches, or at their respective professional organizations—because there are a number of them—they make them familiar with their new surroundings and give them all possible advice and even organize for them language courses to help them in their placement. This is carried on in every centre of our Federation in Canada.

Mr. Villanyi: This is also looked after by government institutions. There is multilingual literature spread among immigrants showing a short historical program of Canada's constitutional and legal set up; so that it is not left exclusively to our efforts to introduce new Canadians to the Canadian way of life.

Senator Pearson: Do you find that there is adequate instruction by the government in the two basic languages, French and English, by adult education in Quebec, say, or in Ontario, or anywhere in the west?

Mr. Villanyi: Well, I come from Ontario and it is my understanding of the situation, generally speaking—and this might be one of the most vital issues, also mentioned in the White Paper—that the overwhelming majority of immigrants adopt English as their new language which they study.

In Ontario, there are manifold efforts being made to increase the number of French lan-

guage courses. This applies also to English-speaking Canadians and to other Canadians. I feel that in Ontario—and as a new Canadian citizen is making the statement it is perhaps more valuable than it would be from any other part of the country—I personally would, in the strongest possible manner, advocate that bilingualism should be also introduced in the light of the newcomers to Canada, especially in regions such as the Montreal area where, in my opinion, it is practically essential that newcomers should study both languages.

Senator Pearson: What I am trying to get at is this: Are there sufficient classes for an immigrant today to get instruction in languages?

Mr. Villanyi: More could be done.

Senator Pearson: More could be done.

Mr. Gyallay-Pap: More Could be done.

Senator Pearson: That is all at the moment.

Mr. Udvarhelyi: Our Federation and the different provincial organizations are represented in the Citizenship Councils. For instance, one of our members at present is president of one of the Citizenship Councils. He himself and other members of the Federation distribute publications of the Immigration and Citizenship Departments among the members. They do this all the time, helping their integration into the Canadian Society.

Senator Pearson: There is one other question I would like you to answer. You talk about refugees. Are there a great many refugees in Hungary yet who could get into Canada?

Mr. Gyallay-Pap: What do you mean by "refugees in Hungary"? The nomenclature "refugee," in our submission, would apply only to people who have already left the country—who have succeeded in leaving the country. You cannot be a refugee in your own country.

There are a great number of refugees throughout Europe. There is a hard core of 1956 refugees in various camps in Austria and Italy and elsewhere, who, for reasons of health and for other reasons were unable to come to Canada and other countries. This problem is partly covered by the United Nations Organization action, and Canada participated by admitting a certain restricted number of people, but unfortunately the category of refugees is an ever-increasing

and ever-expanding category. Upheavals in countries create new waves of refugees; so that this is a problem that I am afraid we shall have to live with.

Senator Pearson: Thank you; that is what I wanted to know. There is no immigration office in Hungary, as such?

Mr. Villanyi: No; and as we pointed out, this is the problem. If an office of the immigration department were established we are confident—and I do support my colleague's statement—that a great many people would suddenly apply. This is the problem.

I would like to say one more thing. In countries behind the Iron Curtain, establishing immigration offices is an extremely "touchy" issue. A great many people would be reluctant to enter a Canadian immigration office, because from past experience they know that this might be noted somewhere, and it would not be helpful. I would not think that establishing immigration offices behind the Iron Curtain would be the answer to this question.

Senator Pearson: Thank you.

The Joint Chairman Senator Langlois: Gentlemen, since the submission was read into the record, we do not need the usual motion to have it appended to today's proceedings.

This concludes the evidence on this submission and I wish to thank Mr. Villanyi and his associates for having presented this submission to us and for having taken the time to appear before us and answer questions from Committee members.

Mr. Gyallay-Pap: Thank you very much.

Mr. Nasserden: What is the situation with regard to the printing of the proceedings of the Committee? We have not received anything for some time, and we are away behind. I wonder if it could be brought to the attention of whatever department is responsible, because we would like to study what we have heard, to remind ourselves of it. As we hear new evidence it would be very helpful if we could have those reports within a reasonable time.

The Joint Chairman Senator Langlois: You are quite right.

Mr. Klein: I would suggest that the clerk give us a report at 3.30, or this evening, if he can, on what the situation is with regard to the printing and when we may expect these

numbers. If we do not get a satisfactory answer we may have to make some recommendation at the meeting this afternoon or this evening.

Mr. Nasserden: The reason I brought this up is that if we are running behind all the time it indicates to me that something should be done to catch up and then keep us up to date; because it does not take any more staff to keep us up to date than it does to run a month behind in the work that we are doing.

Mr. Klein: I do not follow the logic, but it sounds very logical.

Mr. Nasserden: I am not too sure that you agree.

Mr. Klein: I agree with you.

The Joint Chairman Senator Langlois: We will resume at 3.30 this afternoon.

AFTERNOON SITTING

Tuesday, March 14, 1967.

• (4:30 p.m.)

The Joint Chairman Senator Langlois: Gentlemen, we have with us this afternoon Mr. J. A. Long and Mr. Nick Di Lorenzo. Gentlemen, would you please come to the head table.

Mr. Nasserden: Mr. Chairman, before we call the witnesses this afternoon, I would like to draw to your attention that again, we do not have a quorum. We did not have a quorum this morning either. This morning we had the Chairman and Vice Chairman and four Conservative members of the Committee. This afternoon we have one of the Joint Chairmen, five Conservative members and one Liberal member. I am not objecting to us hearing this brief because I know these people have come a long way and have taken trouble to prepare it, but I draw to your attention that this happened time and time and time again with regard to this Committee. I think some contempt has been shown by those who are not here for those who have taken the trouble to come before this Committee to give us the benefit of their views. I also would draw to your attention that the Committee was called for 3.30 this afternoon and we had to wait a full hour before any member of the government party showed up to call the meeting to order. This is a very poor arrangement for a Committee as impor-

tant as the immigration Committee of the House and the Senate.

The Joint Chairman Senator Langlois: I understand that this morning, when we convened at 9.30, we had a delegation that was missing. The Croatia Peasant Society was supposed to be here; they did not show up, and we adjourned until 11 o'clock. I understand there were 11 Committees sitting this morning. This afternoon, unfortunately, Orders of the Day were long and the question period took some considerable time. I realize what you said is a fact but I think there are reasons behind it. Gentlemen, if there is no objection, I think that we should carry on and listen to the brief.

Mr. Nasserden: I have no objection to us carrying on but I wanted to draw this to your attention and to ask you to draw to the attention of the leader of the government the fact that, when all these committees sit, the members cannot do the jobs that they have to do, and that it is wasting the time not only of members but also the people who come before us when there is only a few people to hear them—particularly when the printed proceedings are not available to us for a month or more after these people leave. Those who are not here today will not read about this for almost a month.

The Joint Chairman Senator Langlois: The witness has stated that he is ready to proceed. Would you please identify yourself and give us a summary of the presentation that you wish to make.

Mr. Nick Di Lorenzo (President, Di Lorenzo Construction Company): I would first like to take the opportunity to thank you, Mr. Chairman and members of the Committee, for giving me the opportunity to represent myself in this, my undertaking. I am sure that you are all aware, from reading my brief, of my many points of view.

I will now ask Mr. Long to give you a summary of the brief, and then you can question my many points of view.

Mr. J. A. Long (General Manager, Di Lorenzo Construction Company): Mr. Di Lorenzo has shown some personal concern with regard to items mentioned in the White Paper and, as a result, we have made representation to the Committee to appear before you to deal with any points in the brief which he has presented to the Minister.

Mr. Di Lorenzo is one of the leaders of the Italian community in the Toronto area and, as

such, he has taken his time to make this representation to you. Very briefly, and I believe that you have all had an opportunity perhaps to read the brief, he is concerned in several areas with respect to the explosive sponsorship statements made in the brief, and also in some of the areas of selecting people for immigration.

I would like to impress upon you that we are here as a company. We are not here representing the Italian community as a whole; we are here merely as a company. We have had some experience with immigrants coming in, training them, giving them a good trade and passing them along down the stream into the general way of life. It is in this area that Mr. Di Lorenzo has made his points to the Committee.

There are certain groups of people which he feels would be good immigrants and these points are mentioned in his brief. I would like to say at this point that if there are any particular questions, perhaps you would like to deal with them. We will be glad to answer your questions.

Mr. Aiken: I would preface my remarks by some evidence that we have heard as a Committee, that in some cases immigrants arriving in Canada and being placed in companies are not really given the opportunity, and do not take it, of finding out what their rights are, as far as the Immigration Department is concerned; that they are not told, for example, that if they have difficulties in their employment and so forth, within a reasonable time after arriving they can go to the Immigration Department or to some association to get assistance. We were told that some of the immigrants are not given proper consideration, that their terms of employment are unfair and that they could do much better if they went and got some outside assistance.

I would like to have your comments on that, Di Lorenzo, if you know of situations like that existing. I would not suppose they would exist in your company, but I would like to know of situations existing where the immigrant who does not know what his rights are is being improperly treated by employers.

Mr. Di Lorenzo: I will answer you in a very special way. First of all, I would like to point out and make it clear to you—and I am ready to prove it at any time—that no longer is it the case in Canada that any community is inexperienced in Canadian laws and ways of doing things. Therefore, any immigrant will be soon informed either by his own relatives

or by friends that he makes here in his own community. What you said does not happen.

Mr. Aiken: We were given to understand that problems arise in quite a few cases of sponsorship, where people bring in relatives, put them to work in a restaurant or some place like that, and they do not raise their wages or give them proper wages, and they do not give them any opportunity to complain to anybody about it.

Mr. Di Lorenzo: I am as much concerned about any problem of this nature as you are. By the end of this sitting I will prove to you that my intentions and my interests are for the benefit of Canada, first, and immigrants in general, which comes to the same thing, I would say.

Unfortunately, I think there are some of those people to whom you referred, but it is such a very small percentage that I do not know what we can do about it. There is a very small percentage who are not too bright—please make a note of that—and, unfortunately, this world is made of heroes and, say, if your journalists or any politician find one of these persons you can rest assured that they will make a case of it. Mind you, I am glad that this thing happened so that employees do not make a habit of adopting such rules.

Mr. Aiken: Then you do not really feel that there is any more danger to immigrants than there is to native-born Canadians who may be discriminated against and who may be unfairly dealt with.

Mr. Di Lorenzo: In my opinion, if you go to the west coast and so on, you will find many more Canadians in that situation than immigrants. As a matter of fact, I do not want to sound as if I am on the other side of the street, because there is only one side of the street for me, but I think that the immigrants, during the Hungarian emergency had an advantage over Canadians themselves.

Senator Fournier (Madawaska-Restigouche): Mr. Chairman, I would like to ask the witness what type of construction he is in?

Mr. Di Lorenzo: I am in residential construction.

Senator Fournier (Madawaska-Restigouche): You are building homes?

Mr. Di Lorenzo: Apartments, residential and high rise apartments.

Senator Fournier (Madawaska-Restigouche): Approximately how many employees do you have in your company?

Mr. Di Lorenzo: In the peak of the summer months we have about 1,300 to 1,400 and in the winter, during the slack period, we have maybe 600 or 700.

Senator Fournier (Madawaska-Restigouche): Is there a shortage of labour in the construction in which you engage?

Mr. Di Lorenzo: No, there is no shortage.

Senator Fournier (Madawaska-Restigouche): Are they most immigrants who work for you?

Mr. Di Lorenzo: No. The majority are, but not all are immigrants.

Senator Fournier (Madawaska-Restigouche): Do you believe that the educational requirement is too severe for immigrants coming to Canada?

Mr. Di Lorenzo: Yes.

Senator Fournier (Madawaska-Restigouche): You think it is too severe?

Mr. Di Lorenzo: It is not that it is too severe; rather, I think it is too high. It is not properly integrated.

Senator Fournier (Madawaska-Restigouche): Are you referring to the requirements of the White Paper?

Mr. Di Lorenzo: As I mentioned in my brief, I think it is unfair to disqualify a person because, unfortunately, he did not go to school for seven years, the assumption being that he did not learn anything. In most cases, his place of employment could have served him well as a school. Sometimes you find a person who only knows how to write and read. Let me try and prove my contention. I have a man working for me; he barely knows how to write and read and he is now a supervisor. As a matter of fact, he now speaks English better than Italian and I will compare him anytime with any educated man who has, say, a grade XII or grade XIII education.

Senator Fournier (Madawaska-Restigouche): I have one last question. In your experience, did you ever run into cases where a good tradesman, coming from Italy or some other country, has been turned down due to lack of education?

Mr. Di Lorenzo: No; there have been cases where they have been turned down because of unadaptability.

Senator Fournier (Madawaska-Restigouche): Thank you, Mr. Chairman. Thank you, sir.

The Joint Chairman Senator Langlois: stated, in reply to a question by Senator Fournier, that the major part of your employees were immigrants. What do you mean by a major part? What is the percentage?

Mr. Di Lorenzo: It would be a good 80 per cent.

The Joint Chairman Senator Langlois: Would these be mostly Italian immigrants?

Mr. Di Lorenzo: Yes. We have some Portuguese too.

The Joint Chairman Senator Langlois: What language is used on your construction jobs.

Mr. Di Lorenzo: In some jobs Italian will prevail and, in some jobs, English; I would say in about 50 per cent of the cases. Let us say that we have 20 jobs. If we have a foreman on the job who has been here for eight or nine years, then automatically English will be spoken. If the foreman is a new immigrant and has only been here for one or two years, they will speak in Italian—that is, among themselves.

Senator Pearson: I would like to ask a question with respect to the White Paper and the comments in your brief. It has been suggested many times to us that immigrants are needed in urban areas and that most of the immigration is going to urban areas. On the other hand, I am one of those who believe that we should have a much more diversified immigration program—that is, people going to the country as well as to the big cities. You say that a good many Italians are from the farming class or are tradesmen and that they make very good men for construction work. Would they also be good in the farming areas of our country if they were encouraged to go to the country rather than to the city?

Mr. Di Lorenzo: Yes, and if there was an interest shown.

On that point sir I would like to say why I speak about this special type of people. I am sure you will remember that 12 or 15 years ago one of the Canadian policies was directed to encouraging people to work on farms, and that is how all this happened. I would say that these people are the best working people of them all, as mentioned in my brief. Not only that, they are of very good character.

They have, first, their religion and secondly, they are very adaptable in different environments because of their nature.

Senator Pearson: I understand that most of the Italians now are coming from southern Italy. Is that correct?

Mr. Di Lorenzo: A good percentage, yes.

Senator Pearson: Then they would mostly be from the farming areas or from very small centres?

Mr. Di Lorenzo: Yes.

Senator Pearson: Or, from the country.

Mr. Di Lorenzo: Those are the best people to have here.

Senator Pearson: What would their educational standards be?

Mr. Di Lorenzo: Elementary.

Senator Pearson: Elementary education?

Mr. Di Lorenzo: If they are fortunate. If not, they only know how to read and write, and with that I think they can learn anything.

Senator Pearson: Your brief says that you believe in about two or three years of elementary education and then vocational training.

Mr. Di Lorenzo: Yes.

Senator Pearson: For two or three years on top of that.

Mr. Di Lorenzo: Yes.

Senator Pearson: Would they get their vocational training in Italy?

Mr. Di Lorenzo: As I point out in my brief, there is a school in Italy for the upper grade tradesmen but, unfortunately, these are not really the ones we are looking for. We are looking for the working class people who have finished elementary school and then have had three years of "Avviamento", which is the industrial school. In those three years they have a start in any trade that they may choose after this three year period. They have the technical base of any trade and, therefore, they will make fine tradesmen. But more than anything else, it creates a constant flow of students of all trades, and these are the tradesmen we need today.

Senator Pearson: It is much the same as our farmers in this country. They are more

adaptable to certain trades than people brought up in schools in the city.

Mr. Di Lorenzo: I would say so.

Mr. Enns: You were saying in your statement that sometimes you have to lay people off, that, in fact, at the peak of your season you employ well over a thousand or 1,500 people and in the winter time it drops to 600 or 700. That must mean that half of the workers are not employed for four or six months?

Mr. Di Lorenzo: Not necessarily. In the good years—I say “good years” because this year is a very bad year in my industry—they will be off for one or two months at the most and in normal years this would only be caused by the weather. Unfortunately, this year we have a big recession in the residential field and, therefore, they are really out of work. Of course now it is winter and they are not questioning why they are out of work, but in a month or two I think we are going to have a lot of problems, especially in the Toronto area.

Mr. Enns: Are they eligible for unemployment insurance when they are laid off like that?

Mr. Di Lorenzo: By all means, yes.

Mr. Enns: Does this mean that they are enjoying a higher standard of living, even with irregular employment here, than they do in Italy. For example, are these people who come here and work on a part time basis either with your firm or other construction firms, and even though they may only work seven or eight months a year, better off in Canada than in Italy?

Mr. Di Lorenzo: By all means.

Mr. Enns: Even with only part time work like that?

Mr. Di Lorenzo: Naturally.

Mr. Enns: So Canada is an attractive place for many of those people to come to. They like coming here?

Mr. Di Lorenzo: It is a beautiful country, especially for the right people. If you ask me why I say this, gentlemen, I will tell you. I am referring to the tradesmen. Let us say a tradesman holds a job in Italy. If he has a job with the syndicates, which are involved politically with that country, he is very well off. But let us say that he is attracted to this

country. Because of his unadaptability he will find it very difficult and, therefore, in most cases he will discriminate against this country. I see danger in hiring a professional, because he is not adaptable. Some professions carry a lot of weight, you know, within the community. In other words, the worker listens to the educated fellow, and this is very bad.

Mr. Enns: You mean he stirs up discontentment.

Mr. Di Lorenzo: Right.

Mr. Enns: You do not want that kind of immigrant to come to Canada?

Mr. Di Lorenzo: No. I have a great belief in politics, you know, because it makes the man content in what he is doing and, you know, that is a bad policy when applied to labour. In other words, even if he is better off, he is still unhappy because the other man makes him believe so or that is what the other man believes. The leaders lead and people follow. You know what I mean. It is a matter of psychology in this field, but it does not help our country very much.

Mr. Enns: I know you are speaking on behalf of your company but I see in you a wider concern for all immigrants. I was wondering whether you can explain to us why Italian immigrants particularly are not very much attracted to the mining industry. We have a tremendous need for workers in the mines and yet I do not think too many Italians will go to these areas of employment.

Mr. Di Lorenzo: It is because there are better offers in the construction industry.

Mr. Enns: It is as easy as that?

Mr. Di Lorenzo: Yes, because Italians do mine all over Europe.

Mr. Enns: That is why I am wondering why they do not do it here.

Mr. Di Lorenzo: They would welcome the mining jobs but, unfortunately, there is something wrong up there.

Mr. Blouin: Do you have a turnover in the immigrants that you employ for construction work? If so, could you tell us what the percentage of this turnover is. For instance, during the peak construction periods of the year you must still have a turnover?

Mr. Di Lorenzo: Do you mean in dollars?

Mr. Blouin: People that are leaving you.

Mr. Di Lorenzo: I do not know if I can answer that question. Perhaps I can answer it in a different way. We act as a mother company for the Italian community of Toronto. We accept any newcomers, who take training with us because of our new systems. We have a large capacity for employment; it is easy for us to employ the newcomers. In other words, they can be a productive item to us because of our size, you know; for a smaller company they would be a burden because there are only selected people who can apply themselves. I did not quite understand what you meant by turnover?

Mr. Blouin: I mean you must have people who are leaving you from time to time.

Mr. Di Lorenzo: Our men, fortunately, are in constant demand. You see, our company brought a change to the industry. We created new methods. We revolutionized the industry. Therefore, our men are continually in demand by our competitors because of the trades they carry out for our company.

Mr. Blouin: You are talking about construction workers?

Mr. Di Lorenzo: Yes, and therefore we do have a lot of turnover, as you call it.

Mr. Blouin: But when you do have people who are leaving you, do they go back to the National Employment Offices to be directed to some other industry?

Mr. Di Lorenzo: Again, our men are very much in demand. A percentage of our men leave our industry to go downtown to work. You see, they become more or less what you call a tradesman to our company. Like I said, we are the only company large enough to be able to give an opportunity to these people to apply themselves, to learn and to reveal themselves, as I mentioned in the brief, with the three year period that is required for any newcomer. After those three years most of them are selected to stay with us. You know, they take positions as foremen and so on. Some of them will never leave because they like our company. However, a good percentage goes to the downtown union to take jobs as qualified tradesmen, carpenters, steelmen or cement finishers.

Mr. Blouin: So if they leave you there is another construction company that can absorb them?

Mr. Di Lorenzo: Yes.

Mr. Blouin: May I revert to the question that was asked just before. We were told at previous meetings that the mining industries, for instance, are short about 4,000 labourers. I was wondering if some of your construction people sometimes were leaving the construction industry to go into mining?

Mr. Di Lorenzo: Excuse me for interrupting you but, before I forget, I have to tell you that this will never happen. The only way you can get your miners is direct from Italy because once they taste another job they will never go under.

Mr. Blouin: They will not go to work underground?

Mr. Di Lorenzo: No.

Mr. Blouin: Thank you, Mr. Di Lorenzo.

Mr. Di Lorenzo: This is very important. You can make a note of that.

Mr. Blouin: Well, we want to find out these things. Thank you, Mr. Chairman.

Mr. Nasserden: You have mentioned that you employ as many as 1,300 or 1,400 employees; you also have indicated that you can take a lot of unskilled people—

Mr. Di Lorenzo: Yes.

Mr. Nasserden: —and when you turn them out they have acquired a skill. How long does it take them, generally speaking, to acquire that skill?

Mr. Di Lorenzo: Three years. You can make a note also that for the skilled labourer who comes over here it takes three years to qualify as a skilled labourer.

Mr. Nasserden: Oh yes. For what trades would that be applicable to, plastering?

Mr. Di Lorenzo: No; it would be carpenters.

Mr. Nasserden: What about steelmen?

Mr. Long: Carpenters, steelmen and cement finishers; these are the three trades in which we are involved.

Mr. Nasserden: Book learning is not very important for that; they can still acquire a skill without having any actual academic standing.

Mr. Di Lorenzo: Could you pose the question again, please?

Mr. Nasserden: They can still learn that trade without actually having had very much schooling?

Mr. Di Lorenzo: Yes.

Mr. Nasserden: Do you find that it is easier for them to go through if they have some schooling?

Mr. Di Lorenzo: Well, yes. I know exactly what you mean and I will answer you. The man who has schooling up to the fifth grade will fit in with his environment very well. Some have up to the eighth grade, as I explained before, three years over the mandatory; and they definitely will make better tradesmen. But this is not always the case, you know. Sometimes even the two-year elementary school student makes as good a worker as the eight-year man. There is one thing that I want to point out. The man who has three years of high school or even more schooling than that—let us say, he did not quite finish his profession—will easily, after three years, become a good foreman or supervisor, but it mostly depends on his mental capacity.

Mr. Nasserden: Have you noticed any demand by those people who have very little training for night classes or something of that nature to acquire further training?

Mr. Di Lorenzo: By all means and we do encourage that. This is one of the most efficient moves that Canada has made for these men. This is the real thing, this is what we need.

Mr. Nasserden: Are our facilities today sufficient?

Mr. Di Lorenzo: I think there should be night schools opened so that these people could obtain the equivalent of what they get in Italy in three years, as I mentioned. This would be the most efficient move that you could make to better your labour force. But the facilities should be large enough to embrace the necessary number. Right now I believe there are not enough classrooms.

Mr. Nasserden: What kind of instruction would be the best to give them to help them adapt to our conditions?

Mr. Di Lorenzo: They should start in their own trades. They should be given the basic necessities, as I said, for their own trades. If a man is a carpenter, he should be taught to read blueprints. If a man is a plumber, he

should attend plumbing school—and in this case I do not think you have any immediate problem. If he is a steelman, again, he should be taught to read blueprints, and if he is a tradesman of another kind he should be taught the other things he needs. They should have a start in the basic things, so they can achieve the rest by themselves.

Mr. Nasserden: Are there many steel workers in Italy who could be induced to come to Canada?

Mr. Di Lorenzo: Oh, I think so; we are very rich in that particular industry, which is construction, and anything pertaining to that we will have.

Mr. Nasserden: Well, I refer to your brief, where you mention the Steel Company of Canada.

Mr. Di Lorenzo: Oh, I did not want to make that point here. I do not want to make an accusation of any sort.

Mr. Nasserden: I am not asking you to.

Mr. Di Lorenzo: No, no, I want to excuse myself for how it came out in the brief. This was brought out, as I mentioned, by Mr. Munro at the Businessmen's Association in Toronto. I was a guest there that night and he used this as an argument. My concern as an individual, as I pointed out before, is for Canada, and John is citing me because he feels the same way. Therefore, if you mean steelmen to produce steel, I think there are such people, but there are such people even in this country. I think if you make the survey that I suggested, and you present this availability to these business people, they will create more steel mills, which we need.

Mr. Long: I think Mr. Di Lorenzo's concern here was that Mr. Munro was using the argument of bringing more professional people into their organization as an example of what should be done through the policy that the White Paper suggests.

Mr. Di Lorenzo: Not only that but being in the construction business and having a big year, like two years ago and last year, 60 per cent of the steel used was European. Why, when this is one of our primary products?

Mr. Nasserden: Is European steel cheaper than Canadian steel?

Mr. Di Lorenzo: Yes, because we have not enough competition in the field here.

Mr. Nasserden: I am not going to pursue or develop that argument.

Mr. Di Lorenzo: No, I do not want to make it an argument.

Mr. Nasserden: Not you, but somebody else might be interested in it. Are there actually people employed in the steel industry as such in Italy that could be available to come to Canada?

Mr. Di Lorenzo: By all means.

Mr. Nasserden: This is something that maybe we could take into consideration.

Mr. Di Lorenzo: I want to tell you something else also. I would like to see this country, as I mentioned in the brief, being directed by our own professionals. I am speaking as a Canadian. We have a lot of young people coming out of universities and if they could be helped to choose the needed industries for this country, we would have the leaders available. I think with such people as leaders we will have a much better industry because they can learn from existing industries, which have the know-how and are champions of production. It is far better than what exists in Italy. In Italy, many things there are taken for granted and are directed by the government. They employ as many people as the political party or government dictates that they employ. Therefore, it is never a productive exercise. The people who work there are not the best people. I do not mean the working class; I mean the professional class, working in this environment, are not the best people to come here to guide our own industry. I think we have the leaders here for this industry.

Mr. Nasserden: That brings up the interesting question of productivity. As a businessman, and the head of a corporation building houses, what do you think is the most powerful incentive you can give a man to produce just as much as he can for the person he is working for?

Mr. Di Lorenzo: Guidance, strange as it may sound. Our company has an astonishing production, and you had better believe me because, as young as I am and whatever I have done, I will testify to everything I say. You know, people cannot even believe it. We do not permit any of foremen to yell at our men. I am the proposed father to these people. As a matter of fact, I am not the imposed leader. They choose to work for our company

because of our directors. We achieve this major production through education. We have continuous meetings in their interests. We teach them how to work, and we have safety meetings to safeguard their lives. We have meetings on productivity and our employees get satisfaction from what they achieve. In other words, we have teamwork organized within our company. Our men walk with their heads straight up, being very proud, they are most productive men. The age of pushing people around is long gone. They will not do anything for you anyway.

Mr. Nasserden: I am glad to hear that. I would like to thank you for your answers.

Mr. Di Lorenzo: As a matter of fact, I wish more and more people would take this attitude because people can work wonders if they are only recognized. Recognition is the subject of the day.

Mr. Nasserden: Thank you very much.

Senator Pearson: I have a question on this White Paper the government put out. One of the main theories of it is somewhat an open door policy of immigration. We find ourselves with a very small population in a very large country. The government is hoping to bring a great many more immigrants in, and yet in your brief you say, God forbid that we have this open door policy and let everybody in.

Mr. Di Lorenzo: By that I mean we should be selective. There are two kinds of people who want to leave a country; one is pushed by need and the other is pushed by a sense of adventure or opportunities—and I do not mean “opportunities” as interpreted by Canadians. I mean “opportunities” in the sense that what is yours is mine, if I make my point clear. That is when I throw my red light. I think we should have a very efficient selection system whereby we can get the best people into this country. By such a suggestion, I am serving my country which is Canada; I am defending my heritage, and I am making my community a better community. I am sure that we will be favoured immigrants of this country, and I think it is for the benefit of Canada.

Senator Pearson: Actually you are not against large numbers of immigrants coming in so long as there is proper selection?

Mr. Di Lorenzo: That is it, exactly as I mentioned. Let me tell you of something that happened in Toronto from 1960 to 1963. The major part of the Italian workers were guided

by adventurers or opportunists, as I stated before, with false promises and things like that, so they evaded jobs. They were walking on the street like they owned the street. They used to come to the job and rough up the other guys that were working there. Now those men were only pushed by a few of these particular fellows that I mentioned,—street walkers—and troublemakers that never learned how to do anything better. I do not want you to form an opinion that Italy is all bad. I think you should appreciate my intention and the reason for my being here. To conclude, I am very much in favour of Italian people coming into this country because I think they are the most adaptable people. I do not say other countries are not the same but I am defending my own country.

Senator Pearson: Do you think that Italian people settling in Montreal and Toronto in blocs will prevent them from becoming good Canadians?

Mr. Di Lorenzo: I did not quite understand?

Senator Pearson: They are settling in large communities in Toronto.

Mr. Di Lorenzo: Yes.

Senator Pearson: Do you think this will prevent those people from becoming good Canadians or will they always be Italians?

Mr. Di Lorenzo: No, no. I firmly believe—and excuse my questioning of this matter—that the Canadian government permitted these Italian communities to support the morale of the old Italians coming here, because really what Canada is interested in is the new generation. Now our new generation of Italians do not even want to speak Italian in the house. They do not even want to learn Italian as a second language. They are really Canadians, and this is what is happening.

Senator Pearson: Thank you.

Senator Fournier: A while ago we spoke about the various trades in your construction work. We mentioned steelworkers, cement finishers, plasterers and bricklayers. What about plumbers, electricians and painters?

Mr. Di Lorenzo: We do not employ those tradesmen. We specialize in the so-called concrete structural shell.

Senator Fournier: Are your men unionized?

Mr. Di Lorenzo: We have a division in Ottawa which is unionized. In Toronto we are

non-union and we are fighting to keep the unions out—not with any resentment to the union, but we are waiting for the union to come down and work out a compromise with us so that we can safeguard the newcomers for the three years training I mentioned previously in the brief. This is not only a business interest, on my part, because I do that very easily, but one of my weaknesses is to work for people more than I do for myself. Therefore, Di Lorenzo Construction in Toronto represents the open door to any newcomer until he reveals himself. Now we are waiting for the union to come out with new qualifications and a new availability that will allow the opportunity to this newcomer to progress in these first three years until he reveals his full capability. Take, for example, a man who was a tradesman in Italy. Suppose he is one of the most intelligent men you could find in the labour class. He comes over here and joins the present union as a labourer because he could not possibly qualify as a tradesman, although he could in three years time. This man would remain a labourer for the rest of his life. Now I just cannot accept that. As a matter of fact, I am fighting the union more on principle than anything else. To justify this I want to say that we have proven in Ottawa that when working under a union our company gets a much higher rate of profit because, as I pointed out before, we are very organized and we have the newest methods of them all. Therefore, to be unionized would be the best thing that could happen to us. The men would be controlled by the union and we would only be concerned with our methods and organization, in which we are tops. Right now we are meeting with union leaders, very confidentially, trying to point out to them a way whereby they can organize this industry—and I am playing a major role in this—and leave things as they are. In other words, they should be concerned not only with defending these people but also protecting them so that they get the qualifications they are entitled to in this period of three years.

Senator Fournier: Thank you. Do you find that your immigrants have any difficulty adapting themselves to the cold and hot seasons in Canada?

Mr. Di Lorenzo: Not the Italians, no.

Senator Fournier: Do you believe that when immigrants arrive in Canada they have a true picture of Canada, or after they have been here for a couple of weeks do they have a deception of Canada.

Mr. Di Lorenzo: Do they have what?

Senator Fournier: A deception of Canada, not a true picture of Canada.

Mr. Di Lorenzo: This is another point. That is why I support the sponsorship method. You see, when I first came here—and talking about myself is like talking about any other immigrant—I found Canada exactly as I thought I would find it and, therefore, I adapted very quickly. I think I have done well for myself and for others. This is thanks to the communication that goes on and on, through relatives or through friends. I do not know if I should push the issue further at this time.

Senator Fournier: Thank you very kindly for your answers.

The Joint Chairman Mr. Klein: Do many Italian immigrants, once they come to Canada, return to Italy?

Mr. Di Lorenzo: No. It is a funny thing and very surprising. Italians, for years, went to Venezuela and everywhere in the world, stayed until they were 40 or 45 years old, and then they would go back home. But nobody leaves Canada. Even the discriminating professional, as I mentioned before, after six or seven months here, makes enough money to go back to Italy, but in just a few months you will find him here again because he is convinced that this is the better place to live.

The Joint Chairman Mr. Klein: And is the family life of the Italian good?

Mr. Di Lorenzo: I think it is—not only to the Italians themselves but to the Canadians also because they take so much from that. As a matter of fact, I am working for integration and unity because this is what we would like to see. That is why I am Nick Di Lorenzo and he is John Long.

The Joint Chairman Mr. Klein: Does an Italian father neglect his wife and children, or is he good to them?

Mr. Di Lorenzo: I think he is good to them in his own way. Maybe it is hard for other people to understand.

The Joint Chairman Mr. Klein: But the family life is close?

Mr. Di Lorenzo: It is close, yes.

The Joint Chairman Mr. Klein: And centered around the mother?

Mr. Di Lorenzo: I think it is as good as any other family. Like I said, sometimes it is difficult to understand but the Italian family is very much the same as any other family.

The Joint Chairman Mr. Klein: I think the Italian family is even closer.

Mr. Di Lorenzo: I do not think so. I am learning more and more now. I have the greatest admiration for any race because when it comes to the intimate things they all react the same. Like I said, because of the language barrier, it may be a little difficult to understand but the Italian family is very much the same.

The Joint Chairman Mr. Klein: May I just say that you are an excellent example of your own people.

Mr. Di Lorenzo: Thank you. I hope you are referring to my race because I regard myself as a Canadian. To that extent that is very nice. I am a very proud Italian, by race, but I am much prouder to be a Canadian.

An hon. Member: Very good.

Senator Fournier: Do you have any experience in employing women?

Mr. Di Lorenzo: No.

The Joint Chairman Senator Langlois: Are there any further questions? Is it the wish of the committee that the brief submitted by Mr. Di Lorenzo be made part of the minutes of the proceedings for today?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: Mr. Di Lorenzo and Mr. Long, we thank you for presenting this submission to this committee and for having taken the time to appear and answer our questions. We thank you very much.

Mr. Di Lorenzo: Thank you very much.

The Joint Chairman Senator Langlois: We have nothing further for today. We will be sitting next Thursday at 10.30 a.m. We have The Order of Sons of Italy of Ontario. At 11 o'clock we have Mr. B. B. Swadron, legal adviser for the Department of Health of Ontario, and at 3.30 the Trans-Canada Alliance of German Canadians.

APPENDIX V

SUBMISSION

to

THE SPECIAL JOINT COMMITTEE

of

THE SENATE AND THE HOUSE OF COMMONS

on

IMMIGRATION

by

THE ASSOCIATION OF POLISH ENGINEERS
IN CANADA INC.

MONTREAL, QUE.

(February 27, 1967)

The Canadian Polish Congress submitted a brief on Feb. 17, 1967 to the Joint Committee of The Senate and The House of Commons on Immigration dealing with the problem of sponsored immigration from Poland to Canada.

The Canadian Polish Congress National Executive Board authorized our Association to submit a brief dealing specifically with the matter of unsponsored immigration. This matter concerns mainly technicians, engineers and skilled personnel.

The Association was established in 1942 when many hundreds of Polish engineers came to Canada to work in various war establishments mainly in the aircraft industry. There are today in Canada 2500 engineers and technicians of Polish origin of whom about fifty per cent are members of our Association.

The aims of the Association are:

- high standards of professional ethics, preservation of Polish technical traditions,
- dissemination of technical knowledge and high standards of education among young engineers and technicians of Polish origin in Canada,
- integration into Canadian society and service to Canada.

The subject of immigration of Poles to Canada creates among many Canadians of Polish descent strong feelings and it is perhaps the only area of dissatisfaction towards the official Government policy past and present.

Since the end of the last war Polish Immigration into Canada has been treated differently from that of other countries. For example, immediately after the war Polish veterans were admitted to Canada on condition that they sign a contract to work for two years on farms, and these contracts were rigidly enforced. At the same time Italian and German immigrants were freely admitted.

Later, immigrants from Poland could come to Canada only if they were sponsored by their immediate families. Free unsponsored immigration was discouraged on grounds of security.

For this reason the Canadian Polish Congress, for almost twenty years, has been trying to change this rigid immigration policy arguing that Polish immigrants are industrious, hard working, law-abiding and loyal to

Canada, while retaining their strong attachment to Polish traditions which are deeply rooted in their religious upbringing.

The Polish immigrant considers Canada as his permanent home.

The recent White Paper on Canadian Immigration Policy, despite its stress on equal treatment of all future immigrants to Canada has caused strong feelings of disappointment among the Polish community in Canada.

All the apparent benefits were nullified by the insertion of paragraphs 95 and 96. These two paragraphs will limit the flow of immigrants from Poland to the sponsored group only, and since the number of Canadians of Polish descent who may sponsor such immigrants is declining, it is obvious that the size of immigration from Poland will also decline.

We understand that immigration policies of any country are geared to its own interest and are hardly ever based on humanitarian reasons, (with a few exceptions like the immigration of Hungarians in 1957, or those sponsored during the Refugee Year).

We do not expect that the Canadian Government will base its immigration policy on any other reasons than the effect it will have on benefiting Canada economically and otherwise. It is precisely for these reasons that we champion the cause of larger immigration from Poland.

It is the interest of Canada we have in mind not that of Poland. Regardless of the extent of this immigration in the future it will have no effect on the state of affairs in Poland. To the contrary, increased immigration from Poland will benefit Canada.

Canada needs people in order to develop its vast resources. We need young, well educated, resourceful settlers whose talents will help to build this country.

Poland has a surplus of this category of people who will welcome the opportunity of leaving the stifling confines of present day Polish socialized economy and its political structure.

The attached statistical tables illustrate that Poland has a vast supply of technicians at the secondary school and the university levels, well prepared to use their technological knowledge and skills in all branches of our industrial society.

The output of technicians of the Polish school system is four times as large as that of

Canada. And it is precisely in this area that Canada is encountering shortages. This shortage limits the growth of our economy. Although the Canadian school system is adjusting to this situation it will take years before full effects of this change will be evident. In the meantime thousands of highly skilled potential immigrants from Poland have no chance to enter Canada for "security reasons".

We agree that security cannot be overlooked, but overplaying it causes more harm than good. It is, in our opinion erroneous to assert that all immigrants from Poland are potential "fifth columnists". Most of them would be happy to leave the dreary "socialist heaven" behind them and enjoy life in a free society.

Since security matters cannot be overlooked, a way should be found to satisfy the Canadian Government that no undesirable person enters this country. In our opinion, this problem can easily be solved through the introduction of "conditional entries" to all eligible applicants where background cannot be checked in his/her country of origin (i.e. Poland). This conditional entry permit could be of two years duration allowing sufficient time to assess his/her political loyalty. The eligibility of prospective immigrants can be assessed by counsellor officers on the strength

of a written questionnaire and/or interview. His/her physical fitness could also easily be proven on the strength of a medical examination in Poland and verified in Canada.

In support of our submission we wish to quote from the survey conducted by the Technical Service Council:

"Canada's present force of 53,000 engineers and 20,000 scientists would seem substantial, but there are severe shortages, particularly among younger graduates and certain specialized senior personnel. This has caused some employers to look as far afield as Europe and Latin America for engineers and scientific reinforcements".

Immigration of engineers, technicians and skilled workers from Poland to Canada will go a long way in solving present and future shortages, at the same time creating additional employment.

The white paper in paragraphs 95 and 96 practically eliminates the unsponsored immigration from the countries within the communist part of the world. It is in the national interest of Canada to relax these rigid regulations.

We strongly feel that our recommendations present a way of solving the dilemma.

TABLE No. 1
POPULATION BY SEX AND AGE GROUPS, CANADA AND POLAND, 1964

Age group	Canada				Poland			
	Male '000	Female '000	Total '000	Distribut. %	Male '000	Female '000	Total '000	Distribut. %
0 — 4.....	1,167.9	1,115.7	2,283.6	11.9	1,472	1,396	2,868	9.2
5 — 9.....	1,115.6	1,065.5	2,181.1	11.3	1,795	1,717	3,512	11.2
10 — 14.....	1,025.2	979.2	2,004.4	10.4	1,766	1,698	3,464	11.1
15 — 19.....	864.0	828.8	1,692.8	8.8	1,399	1,354	2,753	8.8
20 — 24.....	657.2	653.7	1,310.9	6.8	990	969	1,959	6.3
25 — 29.....	587.2	587.5	1,174.7	6.1	1,717	1,114	2,231	7.1
30 — 34.....	628.4	606.3	1,234.7	6.4	1,173	1,183	2,356	7.5
35 — 39.....	643.0	638.4	1,281.4	6.7	1,098	1,189	2,287	7.3
40 — 44.....	598.8	609.6	1,208.4	6.3	905	1,051	1,956	6.2
45 — 49.....	530.9	527.3	1,058.2	5.5	580	680	1,260	4.0
50 — 54.....	476.8	463.6	940.4	4.9	775	916	1,691	5.4
55 — 59.....	394.4	380.8	775.2	4.0	749	860	1,609	5.1
60 — 64.....	311.9	310.9	622.8	3.3	583	724	1,307	4.2
65 — 69.....	245.8	259.7	505.5	2.6	377	533	910	2.9
70 +.....	452.1	510.8	962.9	5.0	427	749	1,176	3.7
Total.....	9,699.2	9,537.8	19,237.0	100.0	15,206	16,133	31,339	100.0
Summary:								
0 — 19.....	4,172.7	3,989.2	8,161.9	42.4	6,432	6,165	12,597	40.3
20 — 64.....	4,828.6	4,778.1	9,606.7	50.0	7,970	8,686	16,656	53.1
65 +.....	697.9	770.5	1,468.4	7.6	804	1,282	2,086	6.6

SOURCES: Dominion Bureau of Statistics, Estimated Population by Sex and Age Group, 1964. Cat. No. 91-202. Główny Urząd Statystyczny, Rocznik Statystyczny, 1965.

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TABLE No. 2
POLAND: TOTAL UNIVERSITY ENROLMENT AND THE NUMBER OF GRADUATES BY FACULTY

Faculty	Students					Graduates				Total Graduates	
	1964/65	1963/64	1962/63	1961/62	1963/64	1962/63	1961/62	1960/61	1960/61 No.	1963/64 Distribut.	
Arts.....	32,856	30,237	27,428	24,778	2,996	2,648	2,168	2,026	9,838	11.0	
Science.....	23,821	20,809	18,239	16,652	2,248	2,036	1,800	1,800	7,884	8.8	
Medicine.....	24,364	24,655	25,442	24,749	4,720	5,399	3,651	3,755	17,525	19.5	
Engineering.....	77,488	70,132	61,536	54,184	7,605	6,574	6,215	7,693	28,087	31.3	
Law and Economics.....	46,284	42,573	36,100	33,085	4,462	3,857	3,276	3,963	15,558	17.4	
Agriculture.....	21,795	19,732	17,337	14,792	2,175	1,847	1,814	2,605	8,441	9.4	
Art.....	4,616	4,420	4,221	4,114	662	555	579	549	2,345	2.6	
Total.....	231,224	212,558	190,303	172,354	24,868	22,916	19,503	22,391	89,678	100.0	
Rate of growth %.....	8.8	11.7	10.4	—	8.5	17.5	12.9	—	—	—	
Universities.....	59,174	54,730	47,948	44,150	6,028	5,357	4,611	4,547	20,543	22.9	
Technical Colleges.....	79,348	71,778	62,725	54,996	7,711	6,641	6,308	7,738	28,398	31.7	
Agricultural.....	21,928	19,835	17,337	14,792	2,175	1,847	1,814	2,605	8,441	9.4	
School of Economics.....	26,952	24,326	21,671	19,808	2,394	1,990	1,878	2,474	8,736	9.7	
Teachers Colleges.....	14,773	12,756	10,886	9,665	1,173	1,121	656	722	3,672	4.1	
Medical Schools.....	21,666	22,094	23,060	22,570	4,247	4,978	3,206	3,309	15,740	17.6	
Physical Education Colleges.....	2,698	2,561	2,382	2,179	473	421	445	446	1,785	2.0	
Art Schools.....	4,388	4,195	4,021	3,939	637	535	561	521	2,254	2.5	
Theological Colleges.....	297	283	273	255	30	26	24	29	109	0.1	
Total.....	231,224	212,558	190,303	172,354	24,868	22,916	19,503	22,391	89,678	100.0	

SOURCE: Główny Urząd Statystyczny P.R.L., Rocznik Statystyczny 1965.

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TABLE No. 3
SURVEY OF HIGHER EDUCATION IN CANADA AND POLAND, 1964-1965
ENROLMENT IN REGULAR, PART-TIME AND CORRESPONDENCE COURSES

	Canada				Poland			
	Full-time	Part-time	Corre- spondence	Total	Percentage Distribution	Day and Evening	Corre- spondence	Total
Arts.....	69,404	33,364	6,963	109,731	46.7	19,588	4,896	24,484
Pure Science.....	21,198	3,060		24,258	10.3	8,700	1,058	9,758
Sub-total.....	90,602	36,424	6,963	133,989	57.0	28,288	5,954	34,242
Agriculture.....	2,464	105		2,569	1.1	12,777	4,250	17,027
Architecture.....	2,933	29		962	0.4	2,142	—	2,142
Commerce and Business Administra- tion.....	9,471	8,243		17,714	7.5	10,360	16,013	26,373
Dentistry.....	1,241	23		1,264	0.5	3,654	—	3,654
Education.....	18,273	9,677		27,950	11.9	10,387	5,961	16,348 ⁽¹⁾
Engineering and Applied Science....	15,276	2,298		17,574	7.5	62,936	12,800	75,736
Fine and Applied Arts.....	169	108		277	0.1	2,603	—	2,603
Forestry.....	797	19		816	0.3	944	356	1,300 ⁽²⁾
Household Science.....	1,932	87		2,019	0.9	—	—	— ⁽³⁾
Journalism.....	1,150	12		1,162	0.1	—	—	—
Law.....	3,520	95		3,615	1.5	6,689	5,455	12,144
Library Science.....	328	78		406	0.2	338	221	559
Medicine.....	4,635	230		4,865	2.1	14,079	—	14,079
Music.....	826	307		1,133	0.5	2,116	—	2,116
Nursing.....	3,020	698		3,718	1.6	—	—	— ⁽⁴⁾
Optometry.....	1,175	—		175	0.1	—	—	— ⁽⁶⁾
Pharmacy.....	1,653	53		1,706	0.7	3,933	—	3,933
Physical and Health Education....	2,126	259		2,385	1.0	2,126	563	2,689
Physio and Occupational Therapy...	833	30		863	0.4	—	—	— ⁽⁶⁾
Secretarial Science.....	275	23		298	0.1	—	—	— ⁽⁷⁾
Social Work.....	572	176		748	0.3	—	—	— ⁽⁸⁾
Theology.....	3,076	190		3,266	1.4	774	—	774

TABLE No. 3
SURVEY OF HIGHER EDUCATION IN CANADA AND POLAND, 1964-1965
ENROLMENT IN REGULAR, PART-TIME AND CORRESPONDENCE COURSES

	Canada			Poland			Percentage Distribution		
	Full-time	Part-time	Corre- spondence	Total	Percentage Distribution	Day and Evening		Corre- spondence	Total
Veterinary Science.....	561	—	—	561	0.2	1,747	—	1,747	0.8
Other.....	1,533	4,660	—	6,193	2.6	—	—	—	—
Total.....	164,441	63,824	6,963	235,228	100.0	165,891	51,573	217,464	100.0
+ students studying abroad.....				+9,110				+ 897	
— foreign students.....				—7,251				—1,124	
Total.....				237,087				217,237	
per 1,000 population.....				12.3				6.9	

- Notes:
- (1) Courses for Highschool teachers only, Teachers for Elementary Schools are trained at Teachers Training Schools—see table “Survey of Vocational Education and Training in Canada and Poland”.
 - (2) Not a University subject in Poland—taught in Vocational Schools.
 - (3) Incorporated into Arts or Political Science Courses.
 - (4) Not a University subject—see table “Survey of Vocational Education and Training in Canada and Poland”.
 - (5) Incorporated into Medicine. Optometry as a profession unknown in Poland.
 - (6) Not a University subject—see table “Survey of Vocational Education and Training in Canada and Poland”.
 - (7) Not a University subject—see table “Survey of Vocational Education and Training in Canada and Poland”.
 - (8) Incorporated into Arts Courses.

Sources:
(1) Dominion Bureau of Statistics, Survey of Higher Education, 1964-65, Cat. No. 81-204.
(2) Główny Urząd Statystyczny P.R.L.
Rocznik Statystyczny 1965.

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TABLE No. 4

SURVEY OF VOCATIONAL EDUCATION AND TRAINING IN CANADA (1962-63)
AND POLAND (1964-65)Enrolment in Technical and Vocational Schools, Full-time and Part-time, Apprenticeship
and Industrial Training Programmes

Occupation	Canada		Poland	
	Number	Per cent of Total	Number	Per cent of Total
Agriculture.....	356	0.1	76,967	5.5
Mining.....	2,988	0.8	45,464	3.3
Manufacturing.....				
Food and Beverages.....	10,158 ⁽¹⁾	2.5	29,132	2.1
Leather.....	571	0.1	9,796	0.7
Textile.....	1,938	0.5	31,341	2.2
Clothing.....	10,197	2.6	37,589	2.7
Wood.....	936	0.2	25,898	1.9
Printing, etc.....	2,754	0.7	3,047	0.2
Primary metal.....	21,471	5.4	10,293	0.7
Machinists.....				
Automotive and Aeronautics.....	27,699	6.9	329,224	23.6
Electrical and Electronics.....	31,221	7.8	83,654	6.0
Chemical.....	2,444	0.6	38,970	2.8
Construction.....	5,051	1.3	92,411	6.6
Transportation and Communication.....				
Communication.....	12,582	3.2	33,571	2.4
Transportation.....	11,676	2.9	37,052	2.7
Water Transportation.....	108	0.0	4,508	0.3
Commercial and Office Practice.....	169,117	42.4	257,599	18.5
Education.....	—	—	114,480 ⁽²⁾	8.2
Health and Welfare.....	698	0.2	41,938 ⁽³⁾	3.0
Services.....	7,549	1.9		
General Trade Schools.....	54,589	13.7	42,426	3.0
Other.....	14,391	3.6		
Arts (Fine and Applied).....	3,962	1.0	31,799	2.3
Architecture.....	862	0.2		
Draughting.....	5,186	1.3	— ⁽⁴⁾	—
Surveying.....	—	—	9,076	0.7
Natural Resources.....	209	0.1	7,105	0.6
Miscellaneous.....	—	—		
Total.....	398,710	100.0	1,393,340	100.0
per 1,000 population.....	21.1		44.5	

NOTES:

(1) Includes Home Economics and some service occupation.

(2) Elementary school teachers, kindergarten teachers, etc.

(3) Nurses, Nurses' Aids, Medical and Dental Technicians, etc.

(4) Included in proper fields of industrial specialization.

SOURCES:

(1) Dominion Bureau of Statistics, Survey of Vocational Education and Training, 1962-63, Ct. No. 81-209.

(2) Główny Urząd Statystyczny P.R.L., Rocznik Statystyczny 1965.

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TABLE No. 5

LABOUR FORCE BY INDUSTRY DIVISION FOR CANADA, 1961 AND POLAND, 1960

Industry	Canada Number	Distribution %	Poland Number	Distribution %
Agriculture.....	640,786	9.9	6,545,800	47.1
Manufacturing.....	1,404,865	21.7	3,237,800	23.3
Construction.....	431,093	6.7	790,700	5.7
Transportation and Communication.....	603,286	9.3	672,900	4.8
Trade.....	991,490	15.3	738,400	5.3
Education and Recreation.....	306,738	4.7	505,200	3.6
Health and Welfare.....	307,433	4.7	350,100	2.5
Other.....	1,786,159	27.7	1,066,500	7.7
Total.....	6,471,850	100.0	13,907,400	100.0

SOURCES:

Dominion Bureau of Statistics, Census of Population, 1961.

Główny Urząd Statystyczny, Rocznik Statystyczny, 1965.

CANADIAN POLISH CONGRESS
IMMIGRATION COMMITTEE,
TORONTO, ONTARIO

January 17, 1967

TABLE No. 6
NATIONAL INCOME AND NUMBER OF STUDENTS, SELECTED COUNTRIES, 1956-1962

Country	1956			1958			1960			1962		
	National Income \$ US Billions	Number of Students	Ratio: No. of Students per 1 Bill.	National Income \$ US Billions	Number of Students	Ratio: No. of Students per 1 Bill.	National Income \$ US Billions	Number of Students	Ratio: No. of Students per 1 Bill.	National Income \$ US Billions	Number of Students	Ratio: No. of Students per 1 Bill.
Austria.....	3.63	14,103	3,895	4.17	19,078	4,575	4.83	27,237	5,640	5.56	33,984	6,112
Belgium.....	8.26	25,737	3,116	8.78	26,527	3,021	9.35	28,609	3,060	—	—	—
Canada.....	23.54	78,504	3,335	25.75	94,994	3,690	28.25	113,857	4,030	28.50	141,388	4,961
France.....	42.90	150,184	3,501	45.76	167,520	3,661	45.33	194,065	4,294	55.31	247,000	4,466
Germany (West).....	35.56	134,234	3,672	43.70	160,732	3,661	55.16	186,312	3,377	68.00	213,031	3,133
Great Britain.....	48.00	79,959	1,666	52.57	90,004	1,712	56.94	96,091	1,688	63.33	104,650	1,652
Netherlands.....	7.10	29,536	4,160	7.98	33,837	4,240	9.34	40,221	4,306	10.75	48,200	4,484
Poland.....	12.30*	170,300	13,846	13.60*	156,500	11,507	15.00*	165,700	11,047	17.50*	190,300	10,875
Sweden.....	8.84	25,824	2,921	9.88	30,113	3,048	11.01	36,909	3,352	12.85	—	—
Switzerland.....	5.85	11,886	2,032	6.50	12,836	1,975	7.25	14,303	1,973	8.96	17,452	1,948
U.S.A.....	349.00	2,946,985	8,444	—	—	—	—	—	—	450.00	4,206,672	9,348

Note: * estimated.

CANADIAN POLISH CONGRESS
IMMIGRATION COMMITTEE,
TORONTO, ONTARIO
January 17, 1967

APPENDIX W

February 3, 1967

The Honourable Jean Marchand,
Minister of Manpower and Immigration,
House of Commons,
Ottawa, Ontario.

Dear Mr. Marchand:

May I first say that I appreciate very much the opportunity to meet with you and discuss some of the items which are contained in the following brief.

The primary intention of my wishing to see you was created by my personal character and devotion to this country and my respect and belief in the laws that are used to govern it, with people like yourself to administer them. I am a Canadian responsible to this country with my life. I belong so much to Canada that in my recent visits to Italy which are justified by my love for my parents and to pick up know-how for my work, I am always arousing the interest of the best people that I meet and know, so that they can start to think about Canada as a future country by whom to be adopted.

I would like to clarify any misunderstanding by saying that I am not affiliated with any political party yet. It is my principle to respect and vote for the individual who appears to me to be working in the best interest of this country. I also feel that it is my duty to bring to your attention what I believe would be important information to you, considering that I am also very involved in the human aspects of immigration, a subject which is very much discussed today. I appreciate, and participate in, the interests of our Prime Minister, the Liberal Party and with Mr. Sharp (with whom I would also like to have a meeting) and the efforts that you are making to re-establish the financial "wheel" to its proper circumference and size. I hope that in expressing these opinions that I have impressed upon you my sincere interest.

First I would like to deal with the question of immigrants. This concerns us with people and people constitute the first virtuous element of our economy. I would like you to imagine that I am an emissary in this field of interest because it is with this type of devotion that I bring these matters to your attention. I'd like to deal with the so-called "specialized tradesmen" and "the professionals"

that everyone feels are necessary for this country. My first reaction is a "red light" considering that some of the professionals will perform only by the influence of their past learning which I feel is a danger to our many wonderful ways of doing things, since a major number of schooled professionals may cause some changes which we don't really need. However, some types of professionals would fit in, such as doctors, geometras, etc. Secondly, the tradesmen or so-called specialists concern me. May I say that in this day and age, the things that one learned yesterday, are not necessarily of use today because of the dynamic pace of our progress. The true tradesmen which we need should be a constant student with the eagerness to work and achieve, with the mental capability to cope with the challenge of the present.

Ninety percent of the immigrants that arrived here in the last ten years were not tradesmen, yet today the necessary percentage of this group has learned a trade so that the industry operates today at its fullest extent. Let us take for example, the residential construction industry. This industry is mainly served by our company and as we have pointed out in our previous letter to you, we were able to train and qualify people not only for the residential field, but also for the commercial and industrial sections of the construction industry.

The old ways of selecting people as immigrants was probably the best way that could be applied. I remember in the Consulate in Rome that they would make sure that your declared trade would be reflected in your personality and as a further check, they would even sometimes look at your hands. They checked if you knew how to read and write and if you were in perfect health. Accordingly, this is the type of man that Canada requires.

Indirectly and fortunately, a group of these newcomers which were strictly directed to work on farms moved automatically into other industries. These people were the best learners and workers. The reason for this is that in Italy, the farm is either too small or too hard from which to make a living and therefore, the farmer has to push himself to carry out all types of construction work and also to carry out repairs on the farm in order to make a living. He has to fix the barns, repair his tools and service his mechanized equipment and work for eighteen hours a day or to the limit of their strength and therefore,

I say that these people are the champion of workers. When they come here, they will do well for themselves and the country because in Italy the agricultural undertaking is the most challenging of all.

People do not have to work so hard with the hands here, but they have to use their brains to the fullest extent and in doing so, they impose upon themselves the economic responsibility to work and to provide at any costs for his family and country. In saying this, I don't mean to infer that these are the only kind of people that are good for this country.

Another group of people that I would like to recommend be encouraged to come to this country are those that have had five years elementary school and then three years of "Avviamento" (Industrial) school. We should also encourage the men who, after the five years of elementary school, have had apprenticeship training in mechanical shops, but have not yet qualified as full tradesmen. In other words, what we need is the students of the trades and not the full tradesmen.

Tradesmen are also good, but until a tradesman spends at least three years in this country where he can learn our language and read and write and adjust to the new way of working, believe me, a recognized tradesman after three years would still be only second best because I believe more in the man that has the willingness to work and learn. He will learn far better because he has nothing to forget and he has only to achieve, whereas the tradesman spends a year before he is prepared to give up the know-how of his trade and his past learning and in the other two years, he has to learn as much as the one who was not a tradesman in the first place. I would go further to say that the ways by which these tradesmen learn in a staid and adjusted country such as Italy do not fit in too well in our booming society.

I recommend that we continue to encourage immigration under the old system. Today's results justify the effectiveness of the old policies. If we have to open the door to other than relatives, then for God's sake let us make sure that these people are workers and they are of good character. (I would be glad to prove what I say is right and I am open to challenge on this point.) For instance, a relative will not sponsor another relative who is a useless person because they are committed to support them here.

I would also recommend that people of reputable character and experience such as we are, would have the opportunity to sponsor people who we believe would fit in with our company and with our country. In order to establish the proper character and characteristics of immigrants, I would recommend the indirect approval of the priest of the town where the immigrant lives. For instance, the Consulate in Rome would directly contact the priest and I would not leave the matter of reference to the local authorities to contact him!

You see, there is one group of people in Italy which terrifies me when I think that they should become Canadians. This group of people I call "streetwalkers" or the "Tile-counters", who get up at noon and do not leave the house until five o'clock in the afternoon, walk to the piazza, some of them discussing the communistic ideal, some of them talking about other unrealistic things, some of them qualifying themselves as graduated from school and bragging about things that they have never done, never having done any of the sort of work that brings honour to the human race. Unfortunately, even in this group there is the best that is waiting for a chance to immigrate, but how do we qualify them? In this case, I would again highly recommend that a letter from the priest of the town would prove most valuable.

It is my belief that we need good people as I described earlier in my letter, people who will work under the guidance of people like yourself and other ministers so to provide the influence to keep Canada of today for the Canadians of tomorrow. That's the way I would like to see it carry on.

As to the fact that the White Paper now requires seventh or eighth grade school education for immigrants, I believe that every atmosphere that teaches can be called school. As I pointed out before, for the first three years an immigrant is here he is pushed to learn, so therefore, he is really at school. Before he starts this training of adoption, he knows how to write and read. That really is enough to help him to learn everything that he needs to cope with anything else that he may be required to learn.

I would like to comment on a particular situation where I heard Mr. Munro of your department speak at the Italian Business and Professional Men's Association meeting in Toronto recently where he made mention of the policy of the Steel Company of Canada.

Mr. Munro used the example of the Steel Company of Canada to strengthen the argument that professionals and skilled people are needed here. He was saying that the Steel Company are thinking only in terms of people of certain levels of high education as employees. (I don't say that they are one hundred percent wrong), but this particular industry mostly concerns me for the economy of this country.

We are importing steel as though it were going out of style, not counting the fact that steel is a primary product. It should be one of our first and primary products, not only available in large enough quantities for our own use, but also for us to export as well. Why are we not able to do this? We have the best equipment in the world. It is my opinion that these steel companies have had it so good up until now that they do not have the eagerness to progress, neither the necessity to expand in our booming country. On top of this, are they also trying to build a body of intellectuals?

As a matter of fact, the government should probably be looking into this situation and helping other interested companies to locate and establish steel mills. There are many business people who would welcome such an opportunity. If the government carries out researches, informs the business people of their findings, makes some loans available in this area, then I am sure you will see that the interest of the right people will come. The results will be that these particular industries will flourish to the best advantage.

It is not the availability of tradesmen that creates the best industries, but the creator instinct of business people. Most people are naturally reluctant to leave a comfortable situation. Therefore, industry has to be brought to them and ways found so that they can produce according to the financial requirements of the country. As long as we are worried about re-training these people, finding jobs for them in industries where the requirements are not even measured, as long as our main thinking is to shift these people from one industry to the other, we are simply trying to re-locate people and this becomes a defensive action. This defensive action indicates to me that we are moving towards an inevitable position of regression. Our past experience tells us that we cannot stand still, that we must either push forward or we will surely fall back. Surely, progress is what we need for Canada. The welfare and benefits

which we have achieved by our progress to date will only be offset by such defensive action.

I would like to return again to the subject of the White Paper and to refer to the matter of the "professional immigrant". I would like to recommend something in this respect, believing that the schools and systems of this country are the best in the world. It seems to me that the high school students today (the professionals of tomorrow) are suffering from a lack of sureness, a lack of interest and appear to be in the doldrums. From my own experience, I would recommend that companies and unions together open their doors in the summer period to high school and university students and make it possible for them to follow the trades that appeal to them so that these uncertain young people might be helped to assess their future through practical experience in the trades or professions which interest them. Their student cards should be enough to qualify them to get in. I believe this to be a very important and necessary matter because no matter what I said previously in favour of labourers, they still are only the working body. The tasks are still set by the professionals and politicians who mostly come from the universities.

Referring back to our main issue of immigration, most of the Italian community leaders that I have met think that your main purpose is to discriminate against the Italians. I believe instead that whatever action that you have proposed to take was justified by your interest for the benefit of everyone. I am convinced of one fact, that in the position you are in, this was the best resolution that you could have made according to the information available. I am sure that after our conversation, I can make an appeal to my former "paisanos" to correct their point of view. I am sure that my first impression is true and that you are a fine gentleman and a very human person.

So I make a final appeal to you to find some way to keep the present immigration laws the way they are or to find another way that will change the appearance of the law so that the results will be the same (i.e. through the recommendation of the priests). Another reason for supporting choice through relatives is in the area of communication. Anyone, before he undertakes the venture of immigration, can get the most valuable information from correspondence with relatives who are already here and then there is the matter of

moral and financial support from relatives once the new immigrant arrives here. For instance, I remember when I came over myself, I found Canada exactly as I knew I would find it. I was ready to undertake any task and expose myself to any sacrifice and so I did, and here I am. We can just imagine some of the difficulties that these people can find on arriving here and think of the assistance and the guidance that they can freely get from their relatives at no cost to this country.

Canada has just experienced in the last decade the best boom that any system of government or country has ever recorded. This boom was a result of the best combination that ever existed, i.e. a fully employed labour force with good government direction. Unfortunately, the boom was not controlled because it was a new experience for us and so, today, we are paying for our mistakes. Up to now, we have only been required to pay with our concern, but it is my opinion that you do not cure such a situation with changes. We should apply laws that will moderate the excess and protect the minimum required, so that any waste is eliminated and no upsetting factors occur. A continuous survey of man-power and industry should be kept going so that we never record again an over-excess of work or an over-excess of labourers for the work or vice-versa, as this can become very costly to our economy, as we have experienced in this past year. This is especially true in the residential construction industry where a housing program should be in effect to guide its proper development. For example, in our business of apartment building, the number of units or suites to be built should be related to the number of men and the capacity available to build them.

As was recorded in 1965, we had far more work to do than we had men to do it and it cost us twice as much as a result (I am prepared to substantiate this statement), while in 1966 not even 30 per cent of the 1965 work was available. The result was that most of the labour force is now inexcusably unemployed because, notwithstanding the need for apartment houses to be built, there is no money or funds available since they were mostly used up in the uncontrolled situation of 1965. Please look into this industry. Many men who are out of work this winter are not complaining too much because they are used to being out of work at this time of the year, but if they are still out in the spring, they will certainly create problems for you then.

Coming back to the matter of labourers I would like to recommend that neither contractors or unions play any discriminatory roles. The union in particular should embrace every man of every race and every colour and should come out with more categories by which to qualify people. It is necessary for our new dynamic progress and for the immigrant, as they fall into categories not now in existence or in accordance with the present union rules. Field operations should be left to the discretion of the contractor. The know-how to perform or work or the method by which he should work should be left to him. He should not be forced to use old and unproductive methods just because the union's aim is to apply their union workmen according to their own inexperienced direction and to impress their great strength. Their only interest should be to make sure that these men are paid according to union contract, or more probably, the minimum wages established by the government and to make sure that the employer does not take advantage of the men. Furthermore, if they find it too difficult to qualify the new immigrant, they should leave them alone for at least three years during which time they will have the opportunity to qualify themselves.

I feel that the unions should be more Canadianized than they are or that Canadians should be taking a greater part in the activities of the unions that are influencing the economy of this country. I believe that they should represent the various groups as they do at the present, but they should be referring to one body that will work together with the Ministers of Labour and Finance so that matters can be influenced by the financial capability of the country and by the Ministers' views and discretion. At no time should the unions have the power to impose and obtain unreasonable requests. If this could be achieved, then we would see unions become one of the best and largest assets of our country. For example, four years ago Italy had one of the best booms in its history, but the so-called "syndicate" or union made unreasonable requests which they unfortunately also obtained, with the result that there was a reduction of exports due to the higher prices and also a reduced availability of work which resulted in damage to both the labour force and the country.

My final and most important point which I would like to make is regarding the sub-contractor and contractors in the construction

industry being the organizers and leaders of industry. These are most important people as far as the economy of the country is concerned. These individuals will work to the fullest extent of their physical strength and brainpower to create and organize the industry effectively. For example, in the Toronto area an apartment building can be built for half the cost of other localities outside of the metropolitan areas. This is only possible because of the high degree of organization by companies such as our own, who use new and up to the minute methods and the very latest equipment to produce low cost buildings. I would be unjust not to claim that most of this productivity has come from Italians who have organized this work. They have taken every advantage of the boom conditions, have

worked and trained with people such as I have described in the earlier part of my letter and achieved some astounding results, particularly in the Toronto area. It would be my final recommendation that other areas of the country could benefit from the same progressive outlook and diligence, hard work and devotion which has been demonstrated here with such good results.

Once again I thank you, sir, for the consideration in seeing and listening to me and in receiving the brief. I am at your service or at the service of the committee which is now studying the White Paper.

Yours very truly,
Di Lorenzo Construction Co.
N. Di Lorenzo.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966-67

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON
IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

JOINT CHAIRMEN:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 14

THURSDAY, MARCH 16, 1967

WITNESSES:

From The Order of Sons of Italy of Ontario: Messrs. John Cavarzan, Peter Cicchi, Bruno Bragoli and Nicholas J. Zaffiro. *From the Canadian Association for Retarded Children and Canadian Mental Health Association:* Mr. B. B. Swadron. *From Trans-Canada Alliance of German-Canadians:* Messrs. R. Haussmann and K. Heeb. *From the Italian Immigrant Aid Society:* Mrs. Isa Scotti and Messrs. Albert John Vangelisti, and Danny Francescut.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

Baird,	Fournier (<i>Madawaska-</i>	Macnaughton,
Cameron,	<i>Restigouche</i>),	Nichol,
Croll,	Hastings,	Pearson,
Desruisseaux,	Hnatyshyn,	Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken,	Mr. Dinsdale,	Mr. Pelletier,
Mr. Badanai,	Mr. Enns,	Mr. Prud'homme,
Mr. Baldwin,	Mr. Haidasz,	Mr. Régimbal,
Mr. Bell (<i>Carleton</i>),	Mr. Laprise,	Mr. Roxburgh,
Mr. Blouin,	Mr. Macaluso,	Mr. Skoreyko,
Mr. Brewin,	Mr. Munro,	Mr. Ryan,
Mr. Crossman,	Mr. Nasserden,	Mr. Watson (<i>Château-</i>
Mr. Deachman,	Mr. Orlikow,	<i>guay-Huntingdon-</i>
		<i>Laprairie</i>)—24.

(Quorum 12)

Maxime Guitard,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

Thursday, March 16, 1967.

(30)

The Special Joint Committee of the Senate and House of Commons on Immigration met at 10:40 o'clock a.m. this day. The Chairman of the House of Commons' section, Mr. Klein, presided.

Members present:

Representing the Senate: The Honourable Senators Desruisseaux, Langlois, Pearson, Willis (4).

Representing the House of Commons: Messrs. Baldwin, Bell (*Carleton*), Dinsdale, Enns, Haidasz, Klein, Nasserden, Roxburgh, Ryan (9).

In attendance: From The Order of Sons of Italy of Ontario: Messrs. John Cavarzan, Pter Cicchi, Bruno Bragoli and Nicholas J. Zaffiro.

From the Canadian Association for Retarded Children and Canadian Mental Health Association: Mr. B. B. Swadron.

The Chairman invited Mr. Cavarzan to introduce the members of his delegation.

Then Mr. Cicchi read the brief of The Order of Sons of Italy of Ontario before being questioned thereon, assisted by his delegates.

Before the Committee began its examination of the witnesses, the Chairman declared that some previous meetings held without a quorum had to be regularized.

Then on motion of Mr. Baldwin, seconded by Hon. Senator Croll, it was

Resolved unanimously,—That the meetings held without a quorum present on the following dates: March 2, 1967 (in the evening), March 13, 1967 (in the afternoon), and March 14, 1967 (in the morning and afternoon) be hereby regularized and that the Evidence adduced at those meetings be made part of the official records of this Committee.

The examination of the witnesses being completed, the Chairman thanked Messrs. Cavarzan, Cicchi, Bragoli and Zaffiro who retired.

Then Mr. B. B. Swadron was called. He summarized his brief and was questioned thereon.

The examination of the witness being completed, the Chairman thanked Mr. Swadron who retired.

The Committee decided unanimously that the brief, submitted by Mr. B. B. Swadron, on behalf of the Canadian Association for Retarded Children and Canadian Mental Health Association, be printed as an appendix to this day's Minutes of Proceedings and Evidence. (*See appendix X*).

At 12:30 o'clock p.m. the Committee adjourned until 3:30 o'clock this afternoon.

AFTERNOON SITTING

(31)

The Special Joint Committee of the Senate and of the House of Commons on Immigration reconvened at 3:40 o'clock this afternoon. The Chairman of the Senate's section, Honourable Senator Langlois, presided.

Members present:

Representing the Senate: Messrs. Desruisseaux, Langlois, Pearson, Willis (4).

Representing the House of Commons: Messrs. Baldwin, Bell (*Carleton*), Dinsdale, Enns, Haidasz, Klein, Nasserden, Roxburgh, Ryan (9).

In attendance: From Trans-Canada Alliance of German-Canadians: Messrs. R. Haussman, and K. Heeb. *From the Italian Immigrant Aid Society:* Mrs. Isa Scotti, and Messrs. Albert John Vangelisti, and Danny Francescut.

The Chairman invited Mr. Haussman to present a summary of his brief before being questioned thereon, assisted by Mr. Heeb.

The Committee decided unanimously that the brief presented by Trans-Canada Alliance of German-Canadians, be printed as an appendix to this day's Minutes of Proceedings and Evidence. (*See appendix Y*)

The examination of the witnesses being completed, Messrs. Haussman and Heeb retired after being thanked by the Chairman.

A delegation from Italian Immigrant Aid Society was called.

The Chairman invited Mr. Vangelisti to summarize his brief before being questioned thereon, assisted by his delegation.

The examination of the witnesses being completed, the Chairman thanked Mrs. Scotti and Messrs. Vangelisti and Francescut who retired.

It was decided unanimously that the brief submitted by the Italian Immigrant Aid Society be printed as an appendix to this day's Minutes of Proceedings and Evidence (See appendix Z)

The Committee also agreed unanimously to print as an appendix to this day's Minutes of Proceedings and Evidence the brief submitted by the Jewish Immigrant Aid Society. (See appendix A-1)

At 5:40 p.m. the Committee adjourned till 3:30 p.m. on Monday, March 20, 1967.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Thursday, March 16, 1967.

The Joint Chairman Mr. Klein: Gentlemen, before we proceed with the order of business this morning, I would like to report that the Croatian Committee that was scheduled to be here on Tuesday apparently through some misunderstanding was not here, and have now requested through the office of one of the members of this Committee to be heard on Monday, at 3:30. I have had some discussion with one of the senators who is here today who feels that perhaps this hour on Monday might not be as suitable as Tuesday of this coming week. Now, we have a fairly heavy schedule for Tuesday of this coming week. We are expecting three presentations on that day. What is the pleasure of the Committee with respect to the Croatians that now request to be heard on Monday? Apparently, through another misunderstanding of some nature, they were told they could come at 3:30 on Monday, without consultation either with your Chairman or with the Committee. Now what is the pleasure of the Committee?

Senator Desruisseaux: I think we should hear them.

The Joint Chairman Mr. Klein: We should hear them on Monday? Is that the feeling of the Committee? All right; Monday, then at 3:30.

Gentlemen, in addition to that I would like to mention that we have received some additional briefs. One brief that came in, I think, this morning is from a Czechoslovakian group. I glanced through the brief and it is more or less along the lines submitted by other similar committees. May I suggest, since we are going to look into the Sedgwick Report after the recess, that we might set aside some time after the recess to examine the briefs that were submitted for which no presentation was made, to decide whether we will require witnesses to come in connection with them. Does that meet with the approval of the Committee?

Some hon. Members: Agreed.

The Joint Chairman Mr. Klein: Gentlemen, we are very pleased to have here today rep-

resentatives of The Order of Sons of Italy of Ontario and Mr. Peter Cicchi, the Provincial Chairman of the Organization of Citizenship and Immigration Committee. I would ask him to be good enough to introduce the members of his delegation to the Committee.

Mr. Peter Cicchi (Chairman of Committee, The Order of Sons of Italy of Ontario): Mr. Chairman and gentlemen, it is a great pleasure to be here, a privilege indeed, and on behalf of my committee of The Order of Sons of Italy of Ontario, I wish to thank you for having given our committee the opportunity of appearing before the Joint Committee of the Senate and of the House of Commons to present our brief on immigration.

I now want to introduce to you the members of our delegation; Mr. Nicholas J. Zaffiro, past President of The Order of Sons of Italy of Ontario; Mr. Bruno Brogoli, Assistant President of one of the lodges in the city of Hamilton, who sits next to me; Mr. John Cavarzan, a member of The Order of Sons of Italy of Ontario and a member of our committee; Mr. Peter Martini, also a member of our committee and of The Order of Sons of Italy of Ontario.

The Joint Chairman Mr Klein: I understand that Mr. John Cavarzan will present the brief.

Mr. Cicchi: I am going to introduce him. With your kind permission, Mr. Chairman and gentlemen, I am going to speak briefly about The Order of Sons of Italy, the largest organization of Italian-Canadians in the provinces of Ontario and Quebec. Our organization proposes and insists that its members become Canadian citizens, regarding citizenship as a high honour and a proud privilege. We encourage our members to take an active part in the social, political and economic life of our nation, with the conviction that in so doing they are contributing to the continuing growth and prosperity of our nation.

We are interested in continuing Italian immigration to Canada but most of all, and primarily, we are interested in the continuing expansion, growth, and greatness of Canada. This interest has prompted us to prepare a

submission to this Committee, and after much study and consideration of the proposed immigration policy, we have prepared the brief which is now to be presented to you, gentlemen, and I will call upon Mr. John Cavarzan for the presentation.

Mr. John Cavarzan (Member of the Committee, The Order of Sons of Italy of Ontario): Thank you Mr. Chairman and members of the Committee, if our brief has one obvious virtue, it is brevity. With your permission I would like to make this formal presentation now.

I Introduction

In determining an immigration policy suitable for Canada, all those complex factors that have made up Canadian life in the past must be considered. Further, the policy set forth must relate to the future development of this country. The first century of existence as a nation has seen Canada transformed from a largely rural society into a highly industrialized urban society. Centennial year, 1967, finds us at a crossroads. What can be done to ensure our continued growth and prosperity?

We, as Canadians, are concerned that the White Paper on Immigration does not recognize the true aspirations of Canadians who wish to see their country grow and acquire that maturity which will make it culturally and economically independent. We believe that it is the responsibility of Canadians in all areas of public life, at all levels of government, and in all sectors of the economy, to strive together to create the climate for the moulding of a truly progressive and dynamic society.

Canada needs people. Canada needs economic growth. Canada has a potential greater than that of any other country in the world. A strong and populous Canada can be a force for creating a better understanding among all peoples and for contributing significantly to world peace and economic progress. The Government of Canada, can, in 1967, create the opportunity for tens of thousands of people throughout the world to join us, as future Canadians, in moulding this society.

We see a Canadian future comprising new cities in our northland, vast new transportation systems, and even participation in the development of systems capable of controlling climatic conditions across this continent. All of these things will require large quantities of capital, and hopefully, capital resulting principally from Canadian endeavours and our own inventive skills. However, we must have

people to build up our population, to build up our domestic economy, and to create the necessary capital, if our dream of this future Canada is to be realized.

Immigration is just one tool available to a country to promote its progress and development. But immigration must not be viewed in isolation; it must stand as part of an overall national development policy. The needs of the various regions of Canada must be provided for. Just as some areas have lagging economies which can be assisted by an injection of capital, so other areas have lagging populations, and this precious commodity must be introduced to those areas of opportunity if real progress on a national scale is to be achieved.

If immigration policy is based solely the needs of the Golden Horseshoe of Southern Ontario or the needs of the Montreal area, then we believe that that policy will be in error. By this we do not imply that those areas do not need immigrants, but rather that problems peculiar to those regions should not unduly influence national immigration policy.

II Purpose

The purpose of this submission is to give voice to the collective opinions, feelings, and aspirations of a segment of Canadian society on the question of Canadian Immigration Policy; it is also a response to the call, implicit in the White Paper on Immigration, for discussion on this matter of vital public concern.

That Canada is a nation of immigrants and that this nation has reaped bounteous social, cultural, and economic benefits from the influx of humanity, are acknowledged facts. It is also acknowledged that controls are essential to regulate the number of immigrants permitted to settle in Canada.

...the problem is to erect a variable screen of law and regulation which will keep the inward movement within bounds set by peace, order and good government."¹

The White Paper's equivalent of the above message is stated in these terms:

"The Government's view is that it is in Canada's interest to accept, and if need be to encourage, the entry to this country of as many immigrants as can be readily absorbed."²

¹Mabel F. Timlin, "Canada's Immigration Policy 1896-1910", (1960) 26 C.J.E.P.S. 517.

²White Paper on Immigration, p. 5.

It is against this background that the outline of any proposed immigration policy must be sketched and, in due course, examined.

III Immigration Policy

(a) Necessary Immigration Act Changes

There is a definite need for revision of the existing law and regulations governing, (i) the status of non-immigrant visitors to Canada, (ii) internal control procedures to guard against abuses by non-immigrant visitors, and (iii) the appeal procedure. The White Paper advances sound proposals on those items of change.

On the other hand, the proposed changes in the sponsorship system are, in our submission, restrictive and unwarranted. These latter proposals go to the heart of immigration policy and, instead of fostering and encouraging immigration, have the tendency to restrict it.

(b) Sponsorship versus Adaptability

The provisions now in force providing for the sponsorship of immigrants constitute the best device yet conceived for ensuring that immigrants will "adapt" to local conditions. Unlike the passive and unwieldy concept of "adaptability", the time-tested device of sponsorship has demonstrated that persons who might otherwise have been judged to be unsuitable or unadaptable, have managed readily the transition into Canadian society and have become useful and productive citizens.

Adaptability, as envisaged in the White Paper, involves considerations of a prospective immigrant's level of qualification (educational, occupational, financial). Clearly it is to Canada's advantage to receive the types of immigrants who qualify as "adaptable", but the practice of confining primary immigration to that category is objectionable on many grounds.

(i) The assumption that the need for unskilled labour in Canada is declining, does not stand up to close scrutiny. That assumption is based on a shortsighted view of the immediate effects of automation in industry and of the urbanization of our society. Expert opinion can be marshalled which suggests that recent developments will lead to, and indeed have already created, an increase in the demand for unskilled labour. The leisure society has created a tremendous demand for services and a concomitant growth in the service industry. No high level of technical ability is required in many areas of this service industry. The proliferation of car washing estab-

lishments is a convenient example and there are numerous others.

(ii) The assumption that Canada has crossed its last developmental frontier is, we submit, erroneous. The Province of Manitoba has made a strong case in support of its contention to the contrary. In the late 1950's the then Prime Minister of Canada spoke of his vision of the north. This was not a novel concept, but still beyond the realm of practicality. Today the notion of a developed northland seems entirely possible; surely the recent establishment of a Territorial Capital at Yellowknife is a favourable omen.

(iii) Only token recognition is given to the established record of immigrant entrepreneurship. Very often the business acumen and vitality demonstrated cannot be related to formal education. This type of immigrant, often sponsored, has created job opportunities as a valuable by-product of his primary contribution to the development of this country. One need only look at the yellow pages of the telephone directories of many Ontario communities to see the extent and variety of immigrant-initiated businesses.

(iv) A disquieting pessimism, a lack of confidence in the future of our country and, generally, an unduly cautious approach are reflected in the proposals advanced in the White Paper. More than once Canada has found itself in the embarrassing position of having to open wide the gates and to solicit immigrants when a period of economic expansion followed close on the heels of a period of recession and depression. The outlook is good now and now is the time to encourage immigration to this country. Time enough to close the gates later if need be; we believe, however, that the more people we receive, the more remote will become the necessity to ever close the gates.

(v) Presented as a non-discriminatory policy providing equal opportunity for all, the proposed policy is in fact discriminatory. Primary immigration opportunities and subsequent sponsorship privileges will go to citizens of the more developed societies of Western Europe and, more particularly, those of the United Kingdom. Many highly intelligent people never have the opportunity to enjoy a formal education to the extent suggested as a minimum in the "objective" standard proposed.

The five years waiting period for exercise of the more comprehensive sponsorship privileges will discourage many qualified primary

immigrants. This will be true particularly in the case of prospective immigrants from nations where families are closely-knit entities. For those who do come nevertheless, the waiting period will be difficult. The sponsored immigrant who does eventually arrive will be five years older and will have lost some of the youthful zeal which would have made him more readily adaptable.

The proposed changes in the sponsorship system are designed to regulate numbers. We view it also as a method of regulating kinds.

(vi) In the world of commerce, it is the mark of the highly-developed industrial society that it imports raw materials for use in the manufacturing process. It is the under-developed nations which must import the manufactured commodities. Is our ability to produce our own talented individuals so poor that we must import the finished product instead of the raw material? Is it fair to the source countries to tap the benefits of knowledge, technical competence, and wealth developed in those countries? It is here that we can demonstrate our alleged humanitarian motives. To date it must be said that cold practicality has ruled and that the proposed policy is an obvious extension of that rule.

IV Conclusion

The problem of determining a satisfactory immigration policy is a very difficult and perplexing one. The White Paper is an honest effort to cure many problems inherent in the existing policy. To a great extent it will be found that the proposals advanced are sound and will accomplish their intended purposes. It seems clear, however, that the most basic proposals, ie., those dealing with the qualification of immigrants and with sponsorship privileges, constitute a retrograde step.

Sponsorship in its present form has been an effective device, encouraging immigration, and assisting immigrants in becoming Canadian. This policy of sponsorship should be encouraged. The sponsorable categories should be enlarged. The present schemes of language and technical instruction should be improved; their effectiveness would be enhanced by making attendance compulsory for a period following entry into Canada.

The proposed five years waiting period renders ineffective the attempt to create a non-discriminatory, humanitarian policy.

Gentlemen, thank you. We have followed the deliberations of this Committee quite closely and I am sure much of what has been

said in this presentation is to you, members of the Committee, repetitive and we thank you for bearing with us in that regard.

The Joint Chairman Mr. Klein: Before proceeding with the questioning, some sessions were held on March 2, 13 and 14 at which quorums were not present and I would ask for a motion to regularize the proceedings of the sessions in question. May I have such a motion?

Mr. Baldwin: I move that the meetings held without a quorum present on March 2 in the evening, March 13 in the afternoon, March 14 in the morning and afternoon be hereby regularized and that the evidence adduced at those meetings be made part of the official record of this Committee.

Senator Croll: I second the motion.

Motion agreed to.

The Joint Chairman Mr. Klein: Before proceeding, Mr. Brogoli of the delegation has requested the opportunity to present a few additional statements. Mr. Brogoli?

Mr. Bruno Brogoli (Member of Committee, The Order of Sons of Italy of Ontario): Thank you Mr. Chairman. Gentlemen, again we thank you for your attention to this matter.

We thought it would be a good idea if, following the formal presentation of the brief, an oral presentation were given in which we could bring out our views perhaps more forcefully than we have done in our brief.

In our meetings we went over essentially the same basic research troubles as those economists who prepared the White Paper. Essentially, we found out the major difference between the two areas was that while the economists were looking at it purely from a factual point of view, we as Canadians of Italian origin and Italian extraction looked at it a little more emotionally. We could see that Canada was in a period of development. We believe the changes that are going to take place in Canada in the next 30 years, to the end of the century, are going to be tremendous. We recognize the projections of Dr. Deutsch in the economic status, that the work force is increasing at a very high rate. Nevertheless, we believe that during this period Canada is going to need considerable numbers of immigrants.

When we look at the position throughout the world, and particularly in the developed countries, we are looking primarily for qualified technical immigrants whom we, as

Dr. Deutsch pointed out, need so greatly. These countries also are going through periods of expansion. The wage rates for technical people, particularly, in many of these countries are becoming very comparable to the wage rates in Canada. We believe that in the near future—and it is being experienced today—that we will not be able to get these technical people into Canada and we must produce them ourselves.

One of the ways in which we believe our Canadian society can be dynamic is by an influx of people who have the will and who have the desire to succeed, and to our minds these people have been found in Canada from the classification which we would now call the sponsored immigrants; those that do not have essentially the capabilities themselves as far as academic qualifications are concerned. When they do come to Canada initially they may take a job as a labourer, as an unskilled individual for the first job. However they very quickly do acquire skills; they very quickly do acquire businesses which again are employing numerous numbers of Canadians.

The Minister of Industry, speaking in the Maritimes on February 17 of this year, referred to the need for Canadians to look at the new technological advances that have taken place and take advantage of them. I believe if Canadian society brings people into Canada, and particularly in the sponsored areas, they will be able to adapt to the technical know-how and the new ideas and situations that are current in Canada, and I believe this influx will create this dynamic society which essentially we do need. Having read some of your Committee's hearings, the argument put forward by the Deputy Minister of Manpower that the policy suggested in the White Paper would not stem the flow of sponsored immigrants but would stabilize it and would prevent it mushrooming is something we just cannot understand. As members of your Committee suggested, we cannot understand his arithmetic, and I would hold this particular point up to question because I believe, from our own observations and our knowledge of the particular community which we represent, that there certainly would be a decline, a very heavy decline. Certainly there would be a decline in those whom we are speaking for this morning.

Essentially, those are the points which I wish to bring forward at this time. I believe immigration is a tool of government to be used as a tool in fostering a national development policy, but it must be correlated with all

these other areas of governmental influence and control. It also must have a heart for the people and an eye for the future. The future of this country will benefit many, many times over by the sponsored, so-called unskilled, immigrants that must continue to come into Canada in the future. Thank you, gentlemen.

The Joint Chairman Mr. Klein: Senator Pearson?

Senator Pearson: I want to say that I congratulate this delegation on the translation of their brief. It goes along pretty well with what I have been thinking, and I agree with the statement just made that we should strive for more people from the European countries and not consider that we should require a certain degree of education or skills before they are allowed into this country. I agree that we need a great many more somewhat unskilled men with great adaptability and I quite agree with that report. I wanted to ask you what other countries the Italians go to besides Canada?

Mr. Cicchi: Senator Pearson, they go to South America; to Argentina in particular; to Chile; to Australia and Germany, France and Belgium; to England and some to Switzerland as well.

Senator Pearson: My next question is why do they choose Canada? Is Canada getting the largest emigration from Italy, or is Australia or Brazil getting it?

Mr. Cicchi: Sir, are you referring to immigrants who have skills or a high degree of education, or to sponsored immigrants? Skilled workers actually are not so numerous in Italy for the foreign market, shall we say. They emigrate to countries in Europe, but it is very difficult. They seldom go across the ocean and this is on account of the European Common market.

The Joint Chairman Mr. Klein: We have some very talented Italians here, sir.

Mr. Nicholas J. Zaffiro (Grand Officer, The Order of Sons of Italy of Ontario): I think it goes without saying that the reason Canada gets so many Italian immigrants is because sponsorship, is presently the system, and those Italians that have immigrated here have, in turn, sponsored others. I think this obviously is the reason that we do have so many Italians immigrating into Canada.

Senator Pearson: Thank you.

The Joint Chairman Mr. Klein: Senator Fournier?

Senator Fournier (Madawaska-Restigouche): Mr. Chairman, on page 5 of the brief is an article "Immigration Policy" and it reads,

There is a definite need for revision of the existing law and regulations governing, (i) the status of non-immigrant visitors to Canada...

and the second one is the

—internal control procedures to guard against abuses by non-immigrant visitors—

Could the witness enlarge on the "abuses"?

Mr. Brogoli: I think the point that is being made here concerns the cases of the so-called visitor who comes to Canada. His intention is not to be a visitor. Once he gets here, it is to try to jump the line. We feel this is an abuse in some instances and we believe that the White Paper's attempts to stop these abuses is highly justified. It is important to the other people in these countries who wish to come to Canada that everybody should be dealt with equally. We believe that justice should be equal and that nobody by coming here and being in the position of making unfavourable publicity should be allowed to obtain an advantage through that.

Mr. Zaffiro: If I might just add one more observation, I do not think it should be to the extent, though, that we have no heart. In other words, I think in some cases where children are involved that perhaps there should be some deviation, and that some consideration should be given in the case of these tourists who come as tourists and attempt to remain. But, of course, we are in agreement with Mr. Brogoli, that in the normal, usual case there should be no advantage what so ever for these people.

Senator Fournier (Madawaska-Restigouche): Then you are in agreement that these tourists that come in as tourists should be returned to their country and enter through the proper channels?

Mr. Zaffiro: Yes.

The Joint Chairman Mr. Klein: Mr. Roxburgh?

Mr. Roxburgh: Mr. Chairman, I think it is pretty hard for this group and I just have to express myself. It is possible to find fault with many of the briefs that come but, as I

stated to some of our good opposition friends, this Committee is the first group I have ever been with where all seem to be thinking very much along the same lines. I do want to congratulate them on their brief and I just want to say that the angle of the family unit certainly is going to have to be changed in the White Paper. I think this Committee will be absolutely in unison and it is one time that politics will not be taking any part in it at all.

We need immigrants in Canada and I believe Senator Pearson brought this up in connection with the countries they went to, and I would like to get it on the record again. When we were in Toronto we heard of the importance of other than educational standards. The Volkswagen industry in Germany brought in thousands from southern Italy and educational standards had nothing to do with it at all. They were so sold that they could instruct these people in a short space of time for their industry that they were brought in with the understanding that after a two-year period of working there they could go back to Italy if they wished or they could become German-Italians. I think this is one of the strongest illustrations in support of getting away from such a standard of education; if a person is willing and has the desire he can learn, and learn very readily.

I just wanted to put that on the record again, Mr. Chairman and, just again, congratulate you. You can pass on to your other organizations that I think this Committee on the whole is pretty strong for immigration; that is why we are here.

The Joint Chairman Mr. Klein: Senator Desruisseaux?

Senator Desruisseaux: Mr. Chairman, I join very heartily in what was said. In looking over some of these figures that I brought, I find that the second largest source of immigrants that we have is Italy. Now, I think a point that has been brought out in this brief is very well taken, and I would like very much to enlarge on what has been said. I would ask the committee that presented this brief whether they have made any research into the age of the unskilled people that might come here and what they think would be the reaction if we admit unskilled immigrants of all ages—not only between certain ages but in all ages.

Mr. Brogoli: Senator, we have not been able to find a breakdown of the ages of immigrants and we are not sure if it is even

available. We understand that this is not a statistic that is available. We did examine the problem of a man who comes in later life; he becomes less adaptable. As far as a sponsored immigrant is concerned, there are no two cases that are alike. You can have a man of 50 who is sponsored come into Canada who is unskilled but, because of the people who are sponsoring him and the environment into which he is coming, he could settle down and, in fact, become an integral part of Canadian society. This is a difficult problem.

Ideally, the best age probably is around 20 to 25 for an individual being sponsored coming into Canada from the Canadian point of view because he has the ability to learn a new skill. He has better natural abilities to learn language and a Canadian way of life, but the point you are making is something which we have looked at and the only conclusion we could draw was that each individual case would have to be looked at on its merits. Certainly in the case of an older person coming into Canada there is a problem, but provided the group or the individual sponsoring him sees that he has sufficient finances and so on to maintain him in Canada, then I think that is the answer.

The Joint Chairman Mr. Klein: Mr. Bell?

Mr. Bell (Carleton): Mr. Chairman, the inference might be drawn from the brief that it is only in the White Paper references to sponsored immigration that the delegation has any criticism. I take it that would not be a correct inference despite the emphasis upon sponsorship, and that in the field of unsponsored immigration the delegation may have some criticisms of the White Paper?

Mr. Brogoli: Not specifically, Mr. Bell, because we recognize that obviously Canada could get fully the numbers of unsponsored individuals to meet its demands. Canada, for example, could not go back to the situation if, perhaps, 1913 where with a very small population we took in, I think, 413,000 immigrants. Unlimited immigration into Canada—for example a million people arriving today—would be impractical so that, in effect, there has to be some limit to the total number coming in during any particular period. It has to tie in with the other economic situations; housing, job availability, and so on.

One point we did look at so far as the unsponsored immigrant is concerned is that it seemed to us an individual from a certain country would be classified very easily in the unsponsored category, whereas an individual

from another country would find it a little more difficult to come into the unsponsored category owing to the difference in educational standards in the various countries and, perhaps, sometimes a lack of understanding of exactly what the educational standards are as, for example, in Italy. But the more qualified people we can get the better.

Mr. Bell (Carleton): May I put it to you that the very arguments that you advance for the bringing in of unskilled persons under sponsorship might well be used to assert that in the unsponsored category the skills which are set forth in the White Paper are too high?

Mr. Brogoli: That is right. In effect, what would happen is that if a man has these skills and can adapt himself to Canadian life, then he can come in under the unsponsored category, this is true. Where we, perhaps, have looked too intensely at the sponsorship scheme is that we feel, very often, that this is the best way for a man who does not speak either the English or French language to come into Canada. When he comes into Canada under the sponsorship scheme it is not like walking into a cold shower. The reception which he gets here is a little warmer, and therefore he is a little more adaptable to the Canadian stream of life. But certainly concerning the standards for unsponsored immigrants the point that you are making is very true. Perhaps in certain instances these are too high as far as the educational qualifications are concerned, but from the point of view of our objective, we felt that from the Canadian point of view the sponsor scheme is good. This does introduce these individuals, particularly from Italy, into Canadian life a little easier, rather than the individual coming over here not knowing Canadian ways; not speaking the language; having to adapt his skills learned in a different environment to a Canadian environment which, in certain instances, can be quite different between Italy and Canada.

We each have had many cases of those who have been qualified, for example, in certain textile design, where there is no position available for many of these people in Canada, and owing to the language difference they have problems, even though they may come in as unsponsored immigrants and I think we have been looking at the family.

Mr. Roxburgh: Do you think for unsponsored immigrants, whether they are from Italy or elsewhere, the government should be doing more in not only acquainting them with

the situation over in the country they are coming from, but also once they are here; in plain language, take them under their wing for, say, six months?

Mr. Brogoli: Yes.

Mr. Roxburgh: To instruct and to advise, and so on.

Mr. Brogoli: Yes, this is very true. Again this is a point which we looked at and the major portion is the reception they get in Canada if they do not speak the language, from wherever they come. However, the government can take them under their wing so that they are introduced into Canadian society as quickly as possible. The major problem with many people, no matter from where they come is, of course language, and the quicker they can learn the English language, or the French language if they are going to the province of Quebec, the better it will be. I think we talked about the situation in Australia and the camps which were set up, but we did not feel that this was particularly appropriate to Canada.

Mr. Roxburgh: What are your ideas on that matter?

Mr. Brogoli: In so far as educational courses are concerned?

Mr. Roxburgh: Yes, for example, for the unsponsored immigrants coming in. We are all open for good ideas. Certain things have been done, but we realize that they are only a pittance. Do you people have any practical ideas to suggest to this Committee that we can pass on to the government of Canada?

Mr. Brogoli: There are various ideas which come off the tops of our heads. For example, libraries in the English and French languages and tuition available for the immigration offices in Europe to lend to the people which tells them in their own language a little bit about the Canadian way of life. Also, I think certainly more compulsory courses, or full-time courses, in the two languages of Canada once they arrive. Compulsory, because we feel it is essential.

The Joint Chairman Mr. Klein: I think what Mr. Roxburgh is trying to say, if I understand him correctly is should Canada be doing something about making an opportunity for the unskilled immigrant to acquire a skill or knowledge of a skill in Canada? Is that what you mean?

Mr. Roxburgh: A skill of education.

Mr. Brogoli: Certainly, we would like a sort of trustee scheme, which we have in Ontario. An extension of that would, I think, be very valuable in all the national areas.

The Joint Chairman Mr. Klein: Do you have a supplementary, Senator?

Senator Croll: Yes. Since the government has been lax with respect to educational facilities available to the proposed immigrants, and when the lists are long particularly in Italy, then why have not the immigration societies such as yours and others of Italian origin and background, made available those educational facilities in Italy, for those people who are along the way?

Mr. Brogoli: With respect, senator, I think we would be delighted if we had the funds available to do that in Italy.

Senator Croll: That is not the answer. The Italian people are not, in a sense, that poor at all. They are doing very well.

Mr. Brogoli: We are very grateful for the opportunity that Canada has provided to us.

Senator Croll: I am quite serious, because others have done it.

Mr. Brogoli: The only thing that I could suggest—this comes to mind from your question—I believe there is a fund available in Italy which was some sort of reparation for Canadian food which was contributed in 1944-45. I believe this fund has been built up in Italy, but it has never been utilized by any Canadian government for any scheme. I believe there are certain strings attached; that it is for cultural development, or some sort of exchange between Canada and Italy. We can investigate the particular strings that are attached to these sums of money, which I believe is with the Bank of Italy. This might be a source of funds with which something could be done along the lines you are suggesting as far as education is concerned, because I am sure the government of Italy are just as desirous as we are in alleviating some of the problems which they have in certain areas of their country which are underdeveloped and overpopulated. I think we are helping them with a problem, and perhaps this fund is available. The *Financial Post* had a reference about four or five years ago to this money. If this could be utilized for this purpose, even as a basic project or pilot scheme, then, perhaps what has been suggested certainly would have merit and could, perhaps, work.

Mr. Macaluso: Mr. Chairman, before going into any questions here I should, perhaps, publicize my conflict of interest. I am a member of this organization and have been for a good number of years.

An hon. Member: Is there a conflict, Joe?

Mr. Macaluso: I do not consider it a conflict in view of my hold in these matters.

An hon. Member: The Committee will permit you to ask leading questions.

Mr. Macaluso: Thank you, that is my point.

The Joint Chairman Mr. Klein: I would like to remind Mr. Macaluso that he is not on the Defence Committee now.

Mr. Macaluso: Mr. Chairman, I would like to give you an example, first of all, of what immigration from all countries, including Italy, has done for this country which is the example sitting before us now as far as the witnesses are concerned. Mr. Cavarzan is a lawyer by profession. Mr. Cicchi came to this country as an immigrant, studied law in Italy, and is now a well respected business man a real estate and general insurance agent, and has just been promoted to another position, and he is a man who is highly regarded not only in the city of Hamilton but throughout the province of Ontario. This gives you an example of the type of immigrant that has come from Italy. Mr. Brogoli is also an immigrant from the United Kingdom and is a chartered accountant by profession, and Mr. Faffiro is a lawyer by profession and has been very active in The Order of Sons of Italy throughout Canada.

The Joint Chairman Mr. Klein: And how about Enrico Fermi?

Mr. Macaluso: That is history; these gentlemen are just beginning to make history, Mr. Chairman. First of all I would like to question the matter of the family unit. This Committee has heard a good deal of evidence as far as the family unit is concerned. In the White Paper there is a rather restricted definition of the family unit so far as immediate dependents are concerned and this is a burr in many of our saddles, I should say. I would ask perhaps one of the witnesses to explain to this Committee what the Italian immigrant and the Italian individual regards as his family unit and the emotional ties he attaches to them, and how wide this family unit is for that individual. Perhaps Mr. Cicchi can—

Mr. Cicchi: Mr. Chairman and Mr. Macaluso, as you have heard the Italians regard a daughter or a son over the age of 21, a niece, a nephew as members of the immediate family. It is very hard to see, for instance, a father or parents live away from a son or daughter who may be over the age of 21 and who, according to the proposed changes contained in the White Paper, would not be able to emigrate from Italy and Britain to Canada, together with their friends and be reunited with a parent, for a period of five years. Now I would like to picture—and I know many of these cases personally—the case of a father or mother who have an unmarried brother over the age of 21. The father is a skilled worker, and he is needed in Canada and he wants to come to Canada. Now, he has to leave Italy and his brother and be away, divided from the brother, for a period of five years. Can you tell me how that couple could live happily in Canada for those five long years? This is true for every nationality, every parent, but it is particularly true for Italian families.

Now, with regard to the admissible classes which are listed on page 21 of the White Paper, our feelings would be the following, gentlemen. Under Section 47 (b) on page 21 we would agree with admission to Canada of a

husband or wife;

based upon an application by a landed immigrant.

(ii) unmarried son or daughter under 21;

We would like to see deleted "under 21".

(iii) fiancé or fiancée, with accompanying unmarried son or daughter...

again, the words "under 21" struck out. Number (iv) instead of:

parent or grandparent not entering the labour force;

we would like to see: parents, grandparents or step-parents.

(v) orphan grandson, granddaughter, brother, sister, nephew or niece under 16 years of age who has lost both parents,...

according to the proposal, we would like to see "a parent"

subject to provincial laws governing child welfare.

We would like to see (vi) added, including unmarried brothers and sisters under the sponsorship cases. Under subsection (c)

Any Canadian citizen of five years' residence,...

under (i) again we would like to see under the age of 21 deleted to permit "son or daughter of any age with accompanying spouse and unmarried children of any age"

(ii) brother or sister with accompanying spouse and unmarried children....

"under the age of 21" again deleted. We suggest you leave (iii) as it is. Then

unmarried nephew or niece....

If it is possible to delete also here "under 21" we may go along with the subsection as it is written. Again, in concluding, as we have always said, we firmly believe that skilled workers are very desirable in our nation, but it cannot be much more difficult to train a willing subject from scratch than it is to convert that type skilled worker to Canadian methods and standards.

Mr. Macaluso: Mr. Chairman, perhaps Mr. Cicchi can also advise us on that last paragraph under (c) (iv) which reads:

...provided the prospective immigrant over 12 years of age is literate in his or her own language....

and literate actually means read and write than language, and speak it.

and, if male, has or can attain by age 16 the equivalent of seven years' schooling in Canada, or is qualified in an occupation designated...

I wonder if you could advise this Committee what the compulsory educational standards are so far as Italy is concerned, having regard for this "attain by age 16 the equivalent of seven years' schooling in Canada"

Mr. Cicchi: Five years in Italy would be equivalent to seven years schooling here, and those five years are compulsory.

Mr. Macaluso: They are compulsory?

Mr. Cicchi: Yes.

Mr. Macaluso: What about the immigrant over 12 years of age being literate in his own language? What is the problem there?

Mr. Cicchi: First of all, what do we mean here in Canada by being literate?

Mr. Macaluso: Reading and writing. That is what I would take it to mean.

Mr. Cicchi: That is all? Sometimes they say you are literate as long as you can sign your name. But I would like to say that today

there would be no one under the age of 30 or 35 in Italy who would not have the equivalent of seven years schooling in Canada.

Mr. Macaluso: What about the literacy part, let us say in Southern Italy, as far as reading and writing their own language is concerned?

Mr. Cicchi: As I have said, if you look at people up to the age of 30 or 35, whether in the northern part of Italy or the southern part, I believe they all have seven years of schooling. Grade 5 there would be the completion of the elementary course, which is recognized here as being grade 7.

Mr. Macaluso: In other words, they teach them in those five years to read and write in their own language. I have only two other questions that have to do first of all with the experience with respect to integration of the Italian immigrant no matter where he comes from in Italy. What is your experience as far as integration of the Italian is concerned in this country; that is, his ability to integrate?

Mr. Cicchi: I will come to the point of experience and say that there is no longer a problem so far as the integration of these people is concerned. I do not see any problem whatsoever; they integrate very easily and they assimilate very easily. You see many people attending night classes; many of these immigrants take English training and retraining courses—good ones—and they are attending every day. They never miss a class, and I see that they become very active in social work, parochial work, and they do not congregate in one area of the city as they used to do.

Mr. Macaluso: My experience is that the Italian immigrant by the nature of his heritage is, perhaps, the easiest individual to integrate, and one who integrates completely within the Canadian community. I wonder if this is your experience?

Mr. Cicchi: He integrates completely with the Canadian community. I agree with you; that is true.

Mr. Macaluso: I have only one last question.

Senator Croll: Is there anybody who disagrees?

Mr. Macaluso: I would like it on the record, there are other people who have been looking at it, Senator. I think you know who I have in mind.

Mr. Cicchi: Mr. Macaluso, I am in the real estate business, and pretty active in our city in other fields, I can say. A few years ago I moved to an area where very few Italian families resided at the time that I moved in. Since 1959 when I moved in, there are 172 families in that new area of the mountain where I reside and over 80 families belong to the same parish that I belong to, and that is why I happen to know this.

Mr. Macaluso: The only comment I have is that if you agree with the five-year waiting period for exercise of more comprehensive sponsorship, it would discourage many qualified primary immigrants. Evidence has been presented by this committee that the sponsorship provisions as they now are tend to explosive growth in population, and it just mushrooms out of all proportion. This is the danger in the present sponsorship provisions; and your submission is to keep the present sponsorship provisions. I am concerned right now with this five-year waiting period. I think Mr. Brogoli was mentioning this. What do you foresee as the effect of this five-year...?

Mr. Cicchi: I can see, Mr. Macaluso, that the five-year waiting period will break many immigrants. Many people will not come to this country on account of that. Once you have reached Canada, before the six years are up—because, as you know:

Any person who has been legally admitted to Canada for permanent residence on or before the day on which this White Paper is tabled will, for a period of six years, be considered a citizen for the purposes of sub-section (c).

—a person comes here, and six years from now, or after six years, let us say, he will not realize that he cannot apply for the members of his immediate family to become Canadian citizens.

Mr. Macaluso: What do you mean by "immediate family"?

Mr. Cicchi: I mean brothers and sisters. There are some who are allowed now to apply for a brother and a sister, no matter what their qualification, their skill, or their education may be. We do not know what labours are needed in every field of our lives, and we see Italian labourers working every day building bridges, buildings, subways, etcetera; and we feel that there is a need for these labours. The five-year waiting period will be considered actually as a heartbreaking thing

to the Italians, who would be hesitant about emigrating to Canada.

Mr. Macaluso: Then you suggest that this would be a very restrictive measure as far as immigration from Italy is concerned?

Mr. Cicchi: Yes; that is why, Mr. Macaluso, we have taken the liberty of suggesting the addition of subparagraph (vi) under sub-section (b), to permit unmarried brothers and sisters to come to Canada under sponsorship.

Mr. Macaluso: Well, I just want to say in closing, Mr. Chairman, in view of what witnesses have said, that it is the opinion, I think, of many of the members of this Committee that that provision is there strictly in the sense of restricting immigration. I think we agree with your statement, that we view it also as a method of regulating kind. That is why I think it is very discriminatory. Thank you.

Senator Pearson: I have a supplementary question, Mr. Chairman. It has been said at other times, and in other briefs, that during a depression, or when there is a shortage of labour, the immigrant is the one that usually is the first to be affected; that he becomes unemployed much more quickly than the other citizens of the country. Is that your belief?

Mr. Cicchi: No.

Senator Pearson: You do not believe that?

Mr. Cicchi: I do not believe that. You see, the new Canadian, or the immigrant, does the best he can. He may only be able to work a few hours here and there in order to keep his job, or maybe to find a new one. He will not wait for the job to be offered to him; he will look for it. In ninety per cent of the cases we see, when the unemployment insurance office of the Department of Manpower sends a notice to these unemployed people who apply for benefits, they are the latest to present themselves when the job opportunity is ready; they have already found a job for themselves.

Mr. Macaluso: They look for work to maintain their families and advance themselves.

An hon. Member: They are not waiting for jobs.

Mr. Macaluso: They are not waiting for a hand out.

Mr. Cicchi: But as we said at the beginning, and as we have repeated more than once, we

are here mostly as Canadians. We have presented this brief because we are interested primarily in the growth, prosperity and greatness of Canada.

The Joint Chairman Mr. Klein: I was wondering whether we should invite Mr. Macaluso to present a brief.

Mr. Macaluso: Mr. Chairman, if I were to present a brief to this Committee it might take us somewhat longer.

Senator Fournier (Madawaska-Restigouche): Mr. Chairman, I would like to ask the witness: Are you of the opinion that our Canadian office in Italy is giving enough information to the immigrants before they enter Canada, so that they do not arrive here under some misapprehensions, and are faced with surprises which they do not expect?

Mr. Cicchi: Well, sir, I do not want to insinuate, and I do not speak on the grounds of information received from competent sources, but it is my impression that skilled workers—and we are referring here, I believe, to skilled workers who have arrived under sponsorship...?

Senator Fournier (Madawaska-Restigouche): Yes.

Mr. Cicchi: ...I believe that they are not given full information; not intentionally, probably, but I see them when I meet them in my city—not in every city of Canada—but we meet them a few days after they arrive; and see that they do not know enough about their destination and the job which is going to be offered to them here.

Actually, in most of the cases jobs are not ready here for them. What does the immigration office staff do? The immigration office would kindly call on all the industries and all the offices and the prospective places of employment and try to place these skilled workers—people with a high degree of education, and so on—and if they do not succeed, naturally these skilled workers get tired of waiting and then take up a job which is not the one they came here for. But gradually they get their job, and they get settled and live happily in this country.

Senator Fournier (Madawaska-Restigouche): In this case, what would you suggest our Canadian office in Italy should do to avoid that situation?

Mr. Cicchi: Well, if it were up to us to make a suggestion what I would say is that

you should have an office there where a person could go for an interview firstly, because when they call you for an interview you should be examined mentally and professionally; however, they do not give you full information about the possibilities of employment in this country. They do according to a list of qualifications which are needed here, which are in demand, but they do not know whether or not the prospective immigrant is needed in Toronto, Hamilton, Niagara Falls, Montreal or Ottawa at this specific job. We know that we need toolmakers—Canada needs toolmakers—but these toolmakers have to go to Canada and then find a job as a toolmaker on his own somewhere. There should be someone there to say: "Sir, when you get to Canada go to the immigration office at the city of your destination," which might be Ottawa. "Go there. The office in Ottawa knows of your arrival, and will direct you to this factory, this branch, this prospective employer."

Senator Croll: Are you not running into a great danger there, the thing that we are trying to avoid and that we are likely to be facing, that we are directing immigrants and telling them where to go? This is the one thing that we cannot do and have never done—and must avoid—because the next thing you have is a charge by someone in Ottawa that the immigration department is directing Mr. So-and-so to so-and-so that is paying a wage less than the normal wage. That is one of the reasons why they do not direct them. I do not think that this should be encouraged, as a matter of fact.

In the main, does the sponsored immigrant not rely on his family long before he gets over here? He knows more about Canada through his family than any booklet will ever give him. Is that not so?

Mr. Cavarzan: Yes, that is true. In that situation the immigration office in the foreign country does not have to do a selling job, and you are quite safe.

Senator Croll: No; there is no selling job. Then on whom does he have to do the selling job?

Senator Cicchi: The unsponsored immigrant.

Senator Croll: On the unsponsored, yes; to whom a great deal of literature is given, which is pretty hard for him to understand. Perhaps it is written in plain—

An hon. Member: In his language?

Senator Croll: No, it is not in Italian, but you can get it in Italian; but it is a little hard to digest. You get the same thing when someone tries to sell you a trip to Hawaii or wherever and whatnot. It looks very good on paper, but when you get there it does not look so good. That is normal.

What more could we do than that? We indicate to him where he can get a job, and that is the end of it, is it not?

Mr. Cicchi: Sir, if I may return to the other gentleman, I was not elaborating on our brief. This has nothing to do with our brief, actually. This was only a comment.

We have authority, and would not attempt to suggest to the government what to do; but, it is true, what they tell me, that there are notices on these boards in various cities, large cities of Italy, in the office of the selected service, and this notice says: "Anyone who wishes to emigrate to Canada, and who has qualifications, may apply by sending a letter to the visa office, enclosing his address, and an application form will be sent to the applicant." On completion of the application you receive an invitation to appear before a person there, and when you go there you answer all the questions about yourself. No explanation is given about the possibilities of employment in this country, specifically. That is what I wanted to say.

The Joint Chairman Mr. Klein: Mr. Nasserden on a supplementary.

Senator Fournier (Madawaska-Restigouche): I think that my question almost got out of order, but that is not the point.

We have been told by some Italian immigrants that when they arrive in Canada, they had very little knowledge of Canada, especially the service that is offered by Canada, such as training, social assistance and unemployment insurance.

I remember very well that one immigrant stated that he was unemployed for six months without knowing that there was unemployment insurance, and things of this sort. This gentleman stated that he felt that the applicant should be given that type of information before he leaves to come to Canada.

Mr. Cicchi: Well, sir, Canada does a wonderful job in providing each and every immigrant upon arrival with a book, written in good Italian. This does not happen too often, you know. This is something written in very good Italian. Part of it explains about institutions in Canada—unemployment insurance

benefits and how to apply for this benefit and for that benefit, and so on. I would disagree, not with you, but with the people who have spoken to you.

But the thing is that, I have seen many people who had a Ph.D., degree, and doctors in industrial chemistry, and so on, who came here for a few months or a year, and some of them two years, and then had to return to Italy. There is no efficient and effective assistance on counselling of these people. I would certainly be glad to see them remain here, as we do need people of that calibre.

Mr. Nasserden: My supplementary is only by way of observation. I believe that when the mining association was before us in Toronto, they made reference to a team that had gone to Europe to secure people to work in the mines. Perhaps the tool-makers, or others who are needed in sizable numbers should be encouraged to send teams there to try to recruit. Would there be any objection, in a country like Italy, to teams from Canadian industry coming there to seek skilled workers?

Mr. Cicchi: No. There have been delegations from Canada. I remember one that went to the Alfa Romeo company, and who visited in Genoa, Milan and Turin, and they brought over many lathe operators, tool and dye makers and skilled workers, who worked for a little while in Canada, then they were left on their own. For a few years they actually did not do the work that they were doing there, and they were lost; but now they are well settled and so on. But there was a delegation there. Every once in a while, I believe, Canada sends a group, or a commission, to look for these skilled workers.

Mr. Zaffiro: Mr. Chairman, to answer the question, I think there would be some objections on the part of the Italian government to being tapped of their skilled workers.

Mr. Cicchi: Yes; but the reason for seeking them and inviting them to Canada...

Mr. Zaffiro: We would like to see them come, but I think the Italian government would perhaps want to see them remain.

Mr. Nasserden: I had no other supplementary and no other question either, Mr. Chairman, but the fact that I have no questions does not mean that I am not interested in the brief. I find it a very inspiring brief, and the confidence and the optimism that are shown in it for the future of Canada is, I

think something which is tremendous and very refreshing. I think it is the best brief that we have had, Mr. Chairman.

The Joint Chairman Mr. Klein: What you are really saying is that you do not have a supplementary question, only a supplementary comment.

I have Mr. Dinsdale and Mr. Baldwin on my list. Mr. Dinsdale.

Mr. Dinsdale: Mr. Chairman, Mr. Nasserden took the words right out of my mouth. I like the language of the brief, particularly in reference to northern development, and I assure the members of the delegation that the climate in this room has nothing to do with the language. Having expressed these sentiments, such as the prospects of future northern cities and new frontiers, and so forth, why is it that so very few Italians have ventured into the northern frontier? Why is it that they settled into the golden triangle of Southern Ontario and Montreal?

Mr. Brogoli: Well, in the northern cities of Ontario, such as Sault Ste. Marie, the Italian population is something like 30 or 40 per cent.

An hon. Member: In Ontario?

Mr. Brogoli: Yes, in Ontario. The farmer—I believe that on the dams in northern British Columbia that are presently being built there is a large proportion of Italian people working. We do not know of too many other projects. I think that if there is available an opportunity for any Italian immigrant—and we seem to be talking about Italians—to acquire a degree of capital which he can later put into entrepreneurship, he will go and get that nest egg; and it does not matter where it is—as long as he has this opportunity; then he can come back and settle in the area.

But I certainly agree, and we feel, that if northern cities are created and there is an opportunity there, I do not think that Canada need fear that any Canadian of Italian origin will not go there if there is an opportunity for them. We believe that our northlands have to be populated by Canadians, otherwise you are going to have the problem, in 10, 15, or 20 years, of other countries looking at Canada's unpopulated areas and saying: "Well, you have not developed them. Why not let our people in?" All sorts of things could happen.

Mr. Dinsdale: Are you saying that there is a move to the other regions of Canada? You mentioned, for example, the Peace River project. Is this a new recent shift of population?

Mr. Macaluso: British Columbia has always had a big influx, of Italian immigration.

Mr. Dinsdale: Why British Columbia and not northern Manitoba or northern Alberta?

Mr. Macaluso: Because of employment opportunities.

Mr. Dinsdale: But northern Manitoba has had the Thompson mine and so forth developing with employment opportunities.

Mr. Brogoli: I do not know the answer.

Mr. Dinsdale: Incidentally, I am from Manitoba.

Mr. Brogoli: Yes, I know sir.

Mr. Dinsdale: There is just one phrase in the brief which might be the explanation for the delay in pushing off into the frontiers that you mentioned in such splendid language in your brief. You say, under Immigration Policy III (ii), with regard to the vision of the north:

This was not a novel concept, but still beyond the realm of practicality.

Now, why beyond the realm of practicality? I would say it is very practical.

Mr. Brogoli: This is not my own phrase; this is not my own section of writing, but I think the writer in this area was looking at the tremendous changes that have taken place in technological advances since the 1950's, whereas it did not happen in the 1950's. But we have no doubts in our own minds that many of these things are practical today. Whether there was any argument against them in the 1950's, we say there is no argument today.

Mr. Dinsdale: We had the father of the Pine Point Railway at this meeting this morning, Mr. Baldwin, and perhaps he is going to pursue the same line that I am. He was pushing for railroad and highway construction in the 1950's, because he thought it was very practical and, of course, these did take place.

Mr. Brogoli: I know the program you are referring to, sir.

Mr. Dinsdale: I was just wondering why, having indicated your belief in the frontier, you say it was not practical?

Mr. Brogoli: Perhaps "practical" was not the appropriate word to use in that particular context in view of the points which you are referring to, sir. I think what we are saying,

in effect, here is that any arguments that may have existed at that time no longer apply. That is, the technological changes that have taken place in the last 10 years have been so rapid that so far as we are concerned anything and everything is possible; it just requires the feasibility studies. We have got the technological competence, or we can get it, in order to carry out any project in the north.

Mr. Dinsdale: I will defer to Mr. Baldwin now, because I am sure he is interested in this subject.

Mr. Baldwin: You have opened it up and covered most of it, Mr. Dinsdale. I should reassure the Committee, Mr. Chairman, of course that at one time there was a belief generally held that the north country did not welcome people from Toronto and Hamilton. I can assure you that no longer exists; we welcome them from Toronto and Hamilton, just as well as we do from Italy.

Mr. Dinsdale: Pardon me, if I may interpolate at this time, the only hospitality that exceeds Italian hospitality is northern hospitality, I can assure you of that.

Mr. Baldwin: This has the makings of a new axis.

The Chairman, would I be correct in suggesting to the witnesses, that there are very natural prone types of social, racial and family ties, which are bound to attract people coming, say from Italy, basically and spontaneously into the area which you have so aptly described in the second page of the introduction to the brief when you said:

If immigration policy is based solely on the needs of the Golden Horseshoe of Southern Ontario or the needs of the Montreal area, then we believe that that policy will be in error.

I suggest that you are correct and that probably this is the reason you are finding the large influx.

Mr. Brogoli: Yes, that is true.

Mr. Baldwin: Going into the question of, or at least suggesting that compulsion or coercion—which is quite repugnant to all of us—should be exercised, do you not think there is room for government aid and assistance for purposes of persuasion to try to decentralize the scheme of immigration, which now largely settles in this area as so described?

Mr. Brogoli: Yes.

Mr. Baldwin: I say that having in mind the problems which we face in the future with regard to the ungainly growth of the metropolitan areas in the United States where they are now trying to decentralize as government policy. So you think a government policy which would accent, to some extent, aids and assistance to persuade people to come further afield would be a good one?

Mr. Brogoli: Yes, we would.

The Joint Chairman Mr. Klein: And also for industry, to make it more attractive for these people to come to them.

Mr. Baldwin: Yes, I understand, because that fits more into the economic policy of government generally. I will leave that, but I am glad to hear that confirmation.

Might I make a comment, and probably follow it with a question, Mr. Chairman? We were led into this question of what can be done in detail, with regard to helping proposed immigrants in Italy and other parts of the world to have some knowledge of conditions here and the methods and detail of the offices there. As I gathered, the committee directed their attention to the White Paper and prepared their brief accordingly, as these other things were not within the terms of reference. However, I would like to ask them whether they feel it has been a useful exercise to come to this Committee, and to tell them that this committee structure is a new adventure in government policy and in parliamentary policy. We are trying to set it up as a new, meaningful and useful arm of government and Parliament. Would you think it of use to make—if not annually, at least every two years—pilgrimages to Ottawa, having in mind your intimate knowledge of the detail of the immigration problems and your ability to come here and tell us things which, as a Committee in a non-partisan way, we can deal with much better than we can as individual members of Parliament? Would you consider this a useful exercise to continue?

Mr. Cavarzan: Yes sir. I, for one, am very happy to see the Canadian government adopting this approach.

Mr. Baldwin: The Canadian Parliament.

Mr. Cavarzan: Yes, Parliament adopting this approach and seeking avenues of better informing itself. Frankly, I am quite mystified really how we have done so well to date in Parliament passing laws, drawing solely upon the knowledge and confidence of the members

and their personal staffs, in formulating laws for this country. I think the introduction of this committee system to study the problems under a microscope and hear personal views from the citizens is an excellent idea.

Mr. Baldwin: Thank you.

The Joint Chairman Mr. Klein: Gentlemen, perhaps you will permit me to put two questions to you.

As I understand from your brief, you say:

Is our ability to produce our own talented individuals so poor that we must import the finished product instead of the raw material?

I presume what you had in mind is that Canada should aim at being self sufficient; that Canadian production should not have to rely upon exports and that the production of Canada should be such that the population should be able to absorb its production as the United States does?

Mr. Brogoli: Yes, essentially that is what we are referring to, but I think principally we are dealing in that particular question with some of the problems which are appearing in the international press and in American newspapers. There are very many people who are attacking, particularly the United States, the policy of going out and recruiting—the word used is piracy—the best talent in the world to the richest country in the world. When we are looking at Canada, I do not think we should ever get into that position or have that accusation levelled against us. We think it is poor.

Regardless of immigration there are certain occupations, such as tool and dye maker, for which there is no scheme in Canada for actual apprenticeship and the creation of this kind of occupation. This, we feel is bad, and we should train people in Canada to fill these occupations. Again it has been suggested, particularly by Dr. Deutsch, I believe, that every individual technician will have to be retrained many times during his lifetime. If we bring into Canada the individual who has the ability to be trained, where he can get his first training in Canada, we think it will be good for Canada for him to be trained in our own methods and we will achieve the kinds of things we are looking for, Mr. Chairman.

The Joint Chairman Mr. Klein: There is just one other thing. A suggestion made—and again this question is probably predicated upon what I think the Committee ought to

do—that we ascertain the amount of money spent by the Department of Immigration in advertising Canada to entice people to come here in relation to the number of people who come, to see what the per capita cost is and has been on advertising versus immigrant.

But there is here a question, and you have brought it up in your brief. I think it was the Canadian Congress of Labour that said they are opposed—I may be wrong on this, and I know the record will show it—to the system of turning the tap off and turning the tap on. I think they said that. However, in your brief you seem to favour a position of turning the tap on in good times even if you have to turn it off in times of recession.

Now, in an era such as Canada is now experiencing, would you be in favour of turning the tap on heavily even though, as a result of that, you would have to close the tap two years from today in the interest of Canada?

Mr. Brogoli: Yes; the tap should be turned on us fully as Canada has the ability to absorb these individuals.

The Joint Chairman Mr. Klein: That is a relative statement. I do not think anyone knows that.

Mr. Brogoli: I believe that we have sufficient talent in Canada to plan ahead at least five years for the needs of Canadian industry. Surely, Mr. Chairman, with the degree and amount of statistics the Dominion Bureau of Statistics is asking from every company in business in Canada, these figures can be adapted to, and integrated for, immigration purposes. In Deutsch's submission to this Committee, I think the suggested figure of immigrants coming into Canada was 125,000, but it could be 50,000 and out.

I do not think this is particularly good enough for immigration purposes. I think we must be much more specific in planning, because people should not arrive here if there is not an opportunity for them in the economy. We can see that next year, for example, there is going to be a serious down-trend or one breaks out next door to us, which means that we are going to feel something in Canada. In this case I do not believe it would be in Canada's interest to continue to bring in many hundreds of thousands of people. We might defer people six months by telling them there is a problem in Canada at the present time.

The Joint Chairman Mr. Klein: I have the feeling that the White Paper is an undeclared quota system.

Mr. Brogoli: Yes.

The Joint Chairman Mr. Klein: Even though there is no projected figure there must have been a projection of some kind, and I feel that the White Paper is introductory of a quota system. Therefore, I am interested in your brief to the extent that in order, perhaps, to combat the quota system we should turn the tap on, even if we have to turn it off.

Mr. Brogoli: We recognize the problem which is mentioned in the brief about the time.

Mr. Macaluso: Yes, but in connection with your statement, Dr. Deutsch has said to this Committee that we could absorb as many people as we want to absorb.

The Joint Chairman Mr. Klein: I do not want to go into that because I have said that over and over again.

Mr. Macaluso: You had better corroborate yourself.

The Joint Chairman Mr. Klein: If there are no further questions, I would like to thank the committee very much. We are way over time, which indicates the interest this Committee had in your brief.

Mr. Brogoli: Thank you very much, Mr. Chairman.

The Joint Chairman Mr. Klein: And now, gentlemen, we have with us once again Mr. B. B. Swadron, who is legal consultant for the Department of Health of Ontario, but who is appearing today as the representative of the Canadian Association for Retarded Children and the Canadian Mental Health Association. Mr. Swadron has been here previously, and I have asked him to be good enough to deal specifically today with the areas with which he has not dealt with previously.

Mr. B. B. Swadron (Legal Consultant for the Department of Health of Ontario and Representative for the Canadian Association for Retarded Children and the Canadian Mental Health Association): Thank you, Mr. Chairman.

I would like to apologize for not having had available for the members of this Committee a written brief the last time my colleagues and I appeared before the Committee. I as-

sume that you now have the brief, and perhaps I will merely touch on the highlights and then give some additional comments precisely in relation to the White Paper on Immigration policy.

Perhaps I should state that the Canadian Association for Retarded Children consists of 25,000 active members and the Canadian Mental Health Association has approximately 100,000 members in Canada and these are the associations I represent.

On page 1 of the brief it is suggested that the current law is illogical and I think it should be pointed out that we are not suggesting that persons should be admitted to Canada; We are not encouraging any particular type of immigration, but merely asking that the prohibition be reconsidered.

On pages 2 and 3 of the brief the particular absolute prohibitions are listed, especially at the bottom of page 2 which cites Section 5, clause (a) of the Immigration Act. Then there are exceptions in relation to persons who need treatment under a special permit of the Minister.

At the bottom of page 3, the tremendous movement between the United States and Canada, both for permanent and temporary purposes, is mentioned.

At the top of page 4, an amendment in 1965 to the United States Immigration and Nationality Act is cited. This alleviates their laws which previously were not unlike our current one. Then it is mentioned that it is felt the language in the current Immigration Act is archaic, but mere substitution of more enlightened terminology and would not be felt to be adequate.

On pages 5 and 6, two bills which were introduced into the House of Commons in Canada in 1966 are cited and outlined. It is felt that both these bills would be a step forward in so far as each would allow some flexibility, but it is submitted that neither goes far enough.

Turning now to the bottom of page 6 it is noted that part 2 of the Sedgwick report recommended reconsideration of these absolute prohibitions. Perhaps the vital part of this brief at this point is the very words designated in the White Paper. I should like to read them. Paragraph 63, clauses (a) and (b), states that the government's general intention is to prohibit as immigrants:

(a) Persons suffering from any disease, mental or physical, which constitutes a danger to public health or safety;

(b) A mentally or physically defective person unless he is a member of a family otherwise admissible and well able to look after him;

Mr. Chairman and gentlemen, it is very difficult when we are dealing with the laws to know exactly what they are going to mean until they are in the precise words of the statute. It is assumed that the government has no intention of enunciating diagnostic categories which would carry with them exclusion; in other words, the listing of certain illnesses that would prevent persons suffering from them from entering the country. I am told by my medical colleagues that there is no absolute rule which would make any such listing logical and, indeed, it appears to be the intention of the government not to have any absolute bias on the grounds of present or past mental disorder. Merely because of the absence of those two ingredients in the White Paper, whatever legislation is put forward as a result would certainly be a step forward.

Turning now to the very words in the White Paper, it is not clear what is meant by "mental disease" in clause (a) of paragraph 63, nor by "mentally defective" in clause (b). It has been the practice in many jurisdictions dealing with mental disorders to use that very term as the generic one. This is the case in the provinces of Saskatchewan, Alberta, British Columbia and, I might tell you, it will soon be the case in Ontario. A mental disorder in that context is considered sufficiently wide to include mental illness, mental retardation and other mental handicaps.

With respect to clause (a) of paragraph 63, both the Canadian Mental Health Association and the Canadian Association for Retarded Children agree that a person suffering from a mental disorder which renders him a danger to public health or safety should be denied entry into Canada. Again, I would point out that no one is suggesting that the gates be opened for any purpose, in this particular case clause (a) itself, that Canada justifiably should deny entry to persons who are a danger or who well may be a danger to public health or safety. With respect to clause (b), it is submitted that some degree of flexibility should be incorporated. The condition that the family be "well able to look after him" should be considered along with the potential contribution to Canada that can be made by members of the family as a whole. In that respect, it may very well be that individuals who, many years ago, were felt to be able to

contribute little or nothing may now, in the light of modern developments and techniques, be able to contribute a great deal. I have a note here and I would like to read a few sentences to you. It is taken from a report of the rehabilitation branch of the Department of Manpower and Immigration:

In one fiscal period reported 19 institutionalized mentally retarded adults were given vocational rehabilitation and training. The total cost of these services to the Government was approximately \$52,000. All the trainees were placed in suitable employment. In their first year of employment, these 19 retarded adults earned a total of about \$40,000. The cost to the taxpayer of keeping them in their former situation (in an institution) for the balance of their life expectancy was estimated at some \$1.2 million... Now instead, they live in the community as part of the economic mainstream; they buy goods and services and pay taxes. Tax-consumers have become tax-producers; "liabilities" have become "assets".

That is the end of the quote. It is felt there should be reconsideration, not only from the point of view of the individuals who may be affected with the illness of retardation, but also with respect to the members of the family of the individual concerned. I have mentioned in this brief that there may well be cases where this contribution could far outweigh any contingent liability. The two associations carefully have reviewed the relevant laws and practices concerning temporary border-crossing, reporting for deportation procedures and deportation procedures themselves. There has been no occasion of these particular concepts in the brief since it is felt that if there are enlightened amendments to the immigrant part of the immigration legislation, these ancillary procedures will correspond to them. However, had time been available, I could have cited many cases of injustices and inequities. Perhaps I could just read the recommendations of the two associations. They are listed on page 3.

I THAT a person suffering from a mental disorder which renders him a danger to public health and safety should be prohibited admission to Canada.

II THAT a person suffering from a mental disorder who is a member of a family otherwise admissible should not be prohibited admission to Canada where the potential contribution of the

family as a whole to Canada is such that it outweighs any contingent liability.

III THAT the decision taken in I and II be based upon a sound medico-social assessment.

IV THAT where there is doubt as to the eligibility of an immigrant on the basis of his mental condition, a tribunal composed of representatives of the appropriate professional disciplines be available to assist the Department in reaching a decision.

V THAT laws and practices relating to temporary border-crossing and deportation conform with new enlightened principles outlined above.

VI THAT a much more careful preparation and orientation of immigrants for life in Canada, than at present, would help prevent breakdown due to the impact and "shock" of a new culture.

Gentlemen, many of the technical aspects of matters resulting from these recommendations have already been given in evidence one month ago today, and the Chairman tells me that these will be transcribed and made available for your consideration. Thank you.

The Joint Chairman Mr. Klein: As I stated, gentlemen, Mr. Swadron has already appeared and given his evidence, and the brief is complementary to the evidence that he has given. If there are no further questions, we will thank Mr. Swadron for being here today, and the brief will receive consideration by this Committee.

It is agreed that the brief be included as part of the records of this Committee and printed accordingly?

Some hon. Members: Agreed.

The Joint Chairman Mr. Klein: Thank you very much, Mr. Swadron. We shall resume, gentlemen, at 3.30 p.m.

AFTERNOON SITTING

The Joint Chairman Senator Langlois: Order. We have here this afternoon a delegation from the Trans-Canada Alliance of German-Canadians. I would invite Mr. Haussmann and Mr. Heeb, the President and the Secretary, to come forward.

I will ask Mr. Haussmann to give us some information respecting the Alliance of Ger-

man-Canadians and to outline briefly their submission. Mr. Haussmann.

Mr. R. Haussmann (President, Trans-Canada Alliance of German-Canadians): Mr. Chairman and honourable members, we are grateful to have the opportunity of appearing before this Committee to present the views of our Trans-Canada Alliance of German-Canadians.

This is an alliance of affiliated clubs and other organizations on a nation-wide basis. We comprise approximately 70 clubs and about 140 to 150 German-language Saturday schools.

We have submitted a brief, and to summarize the views in this brief I would like to say that we do welcome in the new White Paper the shift on immigration from the ethnicity and race concept as principal criteria for immigration to education, skills and occupational competence.

We do feel, however, that any evaluation of education, skills and occupational competence is only possible if the federal government takes the initiative in providing guidelines for the assessment of these assets. It appears to us to be wasteful to bring highly trained immigrants to this country if they cannot function in their learned occupations because of prohibitive or discriminatory practices of provincial authorities, professional associations, unions, or educational institutions. In order to implement a truly open society in Canada there should be abolition of differential treatment of natural-born and naturalized Canadians. All Canadian citizens, regardless of race and ethnicity, should enjoy equal rights and equal access.

As far as sponsored immigration is concerned, we share the opinion of the White Paper that sponsored immigration of members of the immediate family should be allowed immediately and not be restricted to citizenship. On the other hand, we feel that it might be necessary—we feel that it is necessary—that the sponsorship of the extended family shall require citizenship of the sponsor.

Deportation procedures should not be arbitrary and subject to discretionary powers. There should be clearly defined policies and rules applying to deportation. Adjudication of deportation cases should be guaranteed.

Our Alliance advocates greater co-operation between the government and civic organizations in order to facilitate the integration of all Canadians into the economic, political and

social life of the country. There should be more government-sponsored research into the problems of immigrant adjustment and integration.

This, Mr. Chairman and honourable sirs, is, in brief, what we have submitted in our brief to the government.

The Joint Chairman Senator Langlois: Thank you, Mr. Haussmann.

Mr. Heeb, do you wish to add to the comments of Mr. Haussmann?

Mr. K. Heeb (Secretary Trans-Canada Alliance of German-Canadians): No, I have nothing to add to it. I think everything is very clearly outlined. I think you have been well informed about the organization.

The Joint Chairman Senator Langlois: Thank you. Senator Pearson.

Senator Pearson: I would like to comment on the brief and the few words that we have had from Mr. Haussmann. It seems to me that you sort of have a chip on your shoulder in regard to immigration and our government here. I also feel that you are in a sense trying to restrict immigration rather than to get a greater flow of immigrants to this country. Is that your feeling?

Mr. Haussmann: I am very sorry if this is the impression that our brief has given you, Senator, because I feel that our Trans-Canada Alliance is very open to a flow of immigrants from wherever it comes. We are not restricting. On the contrary, we have always tried to help boost immigration because we do feel, and have said so on the first page of our brief, that Canada needs many more immigrants in order to really to use its potential. I am sorry if this is the impression—

Senator Pearson: Your feeling, as far as I could understand, was that the government should take a more active part—

Mr. Haussmann: Yes.

Senator Pearson: —in getting jobs for them and in placing them, and so forth. To my way of thinking this would restrict the movement of immigrants to the country more than would just allowing them to come in and find their own way, through their own associations and their own relations and sponsored immigrants.

Mr. Haussmann: With all due respect, Senator, we have the opposite view. We feel that if an immigrant knows that he is going

to be taken care of after he arrives in this country this will stimulate immigration. Many people in other countries would make up their minds to come to Canada if they knew that they were not just going to be dumped into this country and have to look after themselves. This is our view.

Senator Pearson: This is your view, yes; thank you.

The Joint Chairman Senator Langlois: Are there any further questions?

Senator Desruisseaux: This might be a little outside the brief itself but I am very curious about one aspect of immigration from Germany. It was my understanding up until quite recently that they were contracting for labour to bring into Germany. Of course, we like to have immigrants here, especially those of your country—they are very welcome—but I would like to know your feelings about this. In view of this situation in Germany why have we immigrants still coming here? I note that it is around 5,000, 6,000 or 7,000 a year. Would that be correct?

Mr. Haussmann: In the last year it was about 6,000 to 7,000, roughly, I think. That is a rough estimate.

Senator, I am not an expert in conditions as they exist in Germany, although I deal with it once in a while, but I feel that the economic situation has brought on this situation. It is indeed rather strange that the government is contracting foreign labour into Germany and that Germans are emigrating.

There have not been too many immigrating to Canada. The figure of 7,000 is not very high; although it is higher than the year before. I hope that we will have more than 7,000 in the future because the economic situation is somewhat dimmer now in Germany than it has been in the last year or two. I think this is what underlies the situation you have just mentioned.

Senator Pearson: As a supplementary to that, would you expect that you will be able to get a number of skilled workers from West Germany now?

Mr. Haussmann: I would think so; but—

Mr. Heeb: Might I elaborate on that? During the last two or three years there was no inquiry about immigration in the secretariat of the Trans-Canada Alliance, but this has changed in the last six or seven months. On the average now there are about three or four

letters coming in every day from individuals in Germany asking about working conditions and so on, in Canada, and what they should expect. This means, we hope, that the trend is towards higher immigration from Germany to Canada in the coming months or years.

Mr. Klein: Given the same industry in Germany and in Canada, and the same position, would the salary in Germany be equal to the salary in Canada, or lower, or higher?

Mr. Haussmann: As far as salary is concerned it might be equal because of the different price levels in Canada and in Germany. But, of course, there are always other incentives and things that might lure somebody away from Germany to Canada. There is more open space. There are more possibilities for spending your leisure time fishing and hunting. It is a completely different air that you are breathing, which you can only imagine when you are in Germany; but once you are here you notice it. This is kind of attractive.

Mr. Klein: In Germany today would the standard of living, in your view, be equal to, or higher than, what it is in Canada?

Mr. Haussmann: With respect to refrigerators, washing machines and television sets, I think it would be a bit lower in Germany, but other assets, I guess would level it out.

Mr. Klein: You would say, then, that the standard of living is approximately the same?

Mr. Haussmann: Not quite, in the very practical sense of refrigerators and so on, but the comfort of living might be about the same; the comfort, not the standard.

Mr. Ryan: Might I ask, Mr. Haussmann: Is there a requirement in West Germany for a child to go to school until he is a certain age, or passes a certain grade?

Mr. Haussmann: Oh, yes, there is.

Mr. Ryan: What would that be?

Mr. Haussmann: It would be equal to our grade 8 here. That is a minimum. Most pupils go much further.

Mr. Ryan: What about the age limit? Must the child go to school until a certain age?

Mr. Heeb: Yes. I am a little bit more expert in this field. In Germany you have to go to school, of course, at least until grade 8 and then you can go to vocational school; this is one line. Then there is the other line. You go

for four years to grade school, and then change right over and go for 8 or 9 years to high school and finish at grade 13, which would be the same as grade 13 here.

They split, actually, I should say, professionally, at age 10. The parents have the choice, according to standing in classes and so on, of taking the child and putting him in high school at age 10 or of leaving him in public school until he finishes grade 8; and then, of course, the child must still go for two years to vocational school, which is actually not five days a week; it is only three days a week, or sometimes only three afternoons a week, because the child is already an apprentice. That would be at age 14.

Then after two or three years—it depends on the job—there are examinations, and the child would have a licence to practice his skills as an electrician, or whatever the case may be.

Mr. Nasserden: Mr. Chairman, I have no questions. My only comment is that the recommendations here pretty well follow along the lines of many of the representations we have had and to ask the same questions that I have asked some of the others would be repetitious. Many of the conclusions that you have come to, Mr. Haussmann, are the same as those that others have reached.

Mr. Haussmann: If there are no questions why have we come?

The Joint Chairman Senator Langlois: I would like to say, gentlemen, that if your brief is not bringing any questions it is because we have heard many, many good briefs and because the recommendations that you make have already been made by other ethnic groups, and, therefore, the questions have already been asked of the other groups.

Mr. Haussmann: Yes. Thank you.

Mr. Haidasz: Mr. Chairman, I would like to ask a question. You state on page 5, that there are provincial occupational boards and commissions "practising outright exclusion and discrimination patterns". Would you care to name these boards and commissions?

Mr. Haussmann: I will give you a few examples. It is very difficult, for instance, for a dentist coming from Germany to get into dental practice in Canada. From personal experience, I know that it is almost impossible, as a lawyer, to practise law in Canada, unless I again go through the full course of law school, which is usually not economically feasible.

ible for somebody who comes to this country with a family. There are also difficulties for social workers, I understand.

The educational dilemma of a learned immigrant when he comes to this country is indeed great. We feel that there should be a possibility of adjusting this, not by just accepting them with open arms and letting them practise right away—no; they should be required to write an examination—but by having special courses for them so that they have a short cut and can take less time than otherwise would be required.

Mr. Haidasz: Has your organization made any representations to the provincial governments to investigate such practices?

Mr. Haussmann: We are not a provincial organization; we are a federal organization. About four years ago I did have quite a discussion about this with Mr. Stephen Davidovich in Toronto and he at that time presented this to Mr. Yaremko, but it has not gone any further than that. We feel that the initiative should come from the federal government in setting guidelines for the provinces.

Mr. Haidasz: Do you think they would be followed?

Mr. Haussmann: We hope so.

Mr. Nasserden: May I ask a supplementary question? Are you a lawyer?

Mr. Haussmann: Yes, I am a jurist, as they call it there.

Mr. Nasserden: Have you tried to use your influence with your own association in Germany to get them, with the other associations across the world, to set up international standards?

Mr. Haussmann: I am afraid that I have not because I was much too busy earning a living. I do not have the time to do these things.

Mr. Nasserden: Well, I know that this is quite a problem in several professions. It seems to me that pressure should be brought to bear to try to set up an international standard. I am not thinking of law alone. I am thinking of other professions, too.

Mr. Haussmann: All dentists pull a tooth the same way.

Mr. Nasserden: And medical doctors, too.

Mr. Haussmann: The medical profession do not have so many difficulties; the European ones are acceptable. Here again, however, we stress that people coming from India, for instance, do not have the same facility and opportunities that doctors from Europe have.

Mr. Ryan: Mr. Haussmann, on page 5 of your submission, about the sixth line from the bottom, you say:

On the contrary, the Federal Government itself practises job discrimination between natural born and naturalized citizens in its admission requirements for foreign service officers.

Could you give an illustration of this?

Mr. Haussmann: This refers to the residence requirement that the civil service sets for foreign service officers. In all other branches of the civil service citizenship is sufficient, but in the foreign service you have to meet the ten years' residence requirement. Now, the upper age limit is 31, and for all practical purposes an immigrant has to come here when he is very young in order to be able to apply for a job in the foreign service under that restriction.

Mr. Ryan: Yes; I suppose there is a certain security field involved here, that is probably responsible for this ten-year requirement. Would this be the case?

Mr. Haussmann: It could be; I am not familiar with the reasons; but I feel, personally, that somebody who is 28 years of age should possibly have been scrutinized sufficiently after 5, 7 and 8 years of residence, and ought to be acceptable. Besides, he enters your foreign service on the lowest rung of the ladder, so that he will still be under supervision for a long time before he could do any damage.

Mr. Ryan: Is this a blanket requirement of the Department of External Affairs, or are there exceptions to it? Do you know?

Mr. Haussmann: I understand that they just have this requirement.

Mr. Ryan: A blanket requirement?

Mr. Haussmann: Yes.

Mr. Ryan: For all applicants?

Mr. Haussmann: So I understand.

Mr. Ryan: Thank you.

The Joint Chairman Senator Langlois: Are there any further questions?

Is it the wish of the Committee that this submission be made part of the evidence in today's proceedings? Agreed?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: It is now my pleasure, on behalf of the Committee, to thank Mr. Haussmann and Mr. Heeb for having presented a very interesting submission and for having taken the time to appear before us and answer our questions. Thank you very much.

I will now call upon the delegation from the Italian Immigrant Aid Society. We have with us today Mr. Albert John Vangelisti, Mrs. Isa Scotti and Mr. Danny Francescut.

I would ask Mr. Vangelisti to state the purpose of his organization and to give us an outline of their submission.

Mr. Albert John Vangelisti (President, Italian Immigrant Aid Society, Toronto): Mr. Chairman and members of the Committee, before I do that I would like to give you some background information about the three of us who have come here. I was born and raised in Canada. My parents emigrated to this country years ago. Mr. Francescut and Mrs. Scotti are immigrants from Italy, who arrived in Canada after the second world war.

Let me say this to perhaps help you on the points of view expressed in our brief. Very basically, the Italian Immigrant Aid Society is a non-profit organization working exclusively towards fitting Italian immigrants into Canadian life. We have, during the fifteen years of our existence, borne the brunt of social and welfare work in the Italian community in the city of Toronto.

In the brief that we have presented to the Committee we have tried to illustrate our points of view on an immigrant to Canada. In a sense, we have, in the brief, outlined a specific situation pertaining to the Italian community in Toronto, which contains over 300,000 members of Italian origin.

Our major point is that the immigrant should be considered as an asset to this country, to be trained, educated and otherwise assisted to become a functional and contributing part in our economy.

We have outlined what we feel are some positive programs to encourage the government to consider the personal problems of an immigrant. The program we have first outlined is in the area that since immigration is

a federal responsibility, and since the government itself encourages specific types of immigration, we feel that it would be a positive step for the future development of this country if programs were initiated to encourage the integration of an immigrant into our economy.

Now, going through the various points in the brief, I will skip over most of them, except to summarize the various points.

Because of the nature of immigration we feel that immigration policy should first consider the humanitarian aspects of each individual case.

That for development programs—and this is a positive approach—we are advocating that the government facilitate at least an annual influx of 1 per cent of our population into the general Canadian economy.

That language and training classes be expanded and increased, with living allowances included, and with standardization of educational and job requirements and classifications to avoid the problems of various local, provincial and federal authorities, organizations, trade unions, professional bodies that confuse the employment situation for an immigrant.

That research projects be initiated on the progress of immigrants during their first five years of stay in Canada.

That provision for relocation of immigrants for job opportunities should be considered. I know the government now has something on this, but we said this because we felt that since the majority of immigrants come to Toronto and to Ontario, there should be encouragement of immigrants to go to other centres, as well, and the provision in those centres of opportunities for these people—again a positive approach.

We feel that an immigrant should be deemed a citizen for purposes of the new act for a period of six years.

We feel that the government should undertake responsibility for, and support of, unsponsored immigrants, who are encouraged to come here by the government, and that this period of support, depending on the individual need, be continued for a period of six months to a year.

We feel that the age limit of 21 years, as indicated in the White Paper, should be dropped.

We feel that section 47(c) should be amended to permit an immigrant the right to sponsor for a period of one year after arrival in Canada.

We also feel that the conditions for an order of deportation should be expanded, and delineated further and clarified to a greater degree than they are at present.

In the situation with sponsorship, we feel that the sponsor's liability should be limited to a period of one year. We have outlined the reasons for this in our brief.

We would like to simplify the conditions required for an immigrant to receive welfare assistance, if and when this is required. It has been our experience in the Italian community that this is a very small load for the local government to carry. There is only a small percentage of the community that does apply for assistance, and this is usually out of extreme circumstance and need.

Finally, we ask the government to encourage and support, by way of operating funds and grants, those agencies specifically involved in work with immigrants. What we are asking the government to do is to work through existing organizations, and to encourage them in the work they are doing, as most welfare and social organizations, particularly those involved in ethnic communities, if you wish to use that term, because of their nature have specific people coming to them.

Gentlemen, this is a very brief outline of the submission that we have presented to this Committee. Thank you, Mr. Chairman.

The Joint Chairman Senator Langlois: Are there any members of the delegation who wish to add to the comments made by Mr. Vangelisti?

Are there any questions?

Mr. Ryan: Mr. Vangelisti, is the Italian community, particularly those from southern Italy and Sicily, concerned about the effect upon immigration, of the requirement for skill and education as set out in the White Paper?

Mr. Vangelisti: Mr. Ryan, this is an area about which we, of course, are very concerned. Our concern goes a bit further than this, in that when we prepared this brief we felt—and I think it was a completely unwarranted feeling—that the new Department of Immigration and Manpower would, in some way, provide more stringent limitations on immigration, depending on economic needs and pressure from local groups and interested parties, et cetera, on the types and classes of individuals who could come and that perhaps an economic norm would be established rather than a humanitarian one. This, of course,

was with particular regard to sponsored immigration.

In our brief we suggest that education and job qualification should not be the absolute requirements for immigration into Canada. They may be desirable, but it has been our experience that an immigrant, particularly an unsponsored one who comes to, say, Toronto, with a high degree of skill, and even an understanding of the language, is the casualty almost, rather than the success story, in immigration. We find that the person with a higher degree of education and a high standard of living in another country, when he comes here finds it very difficult to integrate and accept a job below his stature or standing or what he feels he can do. His job opportunities become less.

As many of you perhaps know, when you work for a company, regardless of your formal training the company has its own policies, its own way of doing things and likes to train its new personnel in its way of doing things. We feel that this is the case with immigrants. We have a certain way of doing things in Canada. Our trade unions and professional organizations have certain standards. An immigrant, if he has some basic skills when he comes here, should go through a period of assistance at the beginning of his stay in Canada to give him, if possible, a running start in integrating into the community, to enhance the possibility of his earning more income than would be the case ordinarily and to enable him to contribute to a greater degree sooner than might otherwise be possible.

Mr. Ryan: What I am really concerned with is the effect upon Italian communities, which are established in Canada now, of the discriminations of skill and education, as they will affect family immigration, under the White Paper policy. What I really fear is that one family may be able to bring in all its relatives and another may not, simply because there is one person who does not have a grade 5 education, or because one of the children does not have a sufficiently high level of skill or does not have the potential, possibly due to being a retarded child.

Has the whole family to be kept out on that account? It seems to me that we are going to have a big problem when you consider that we may already have up to half of a village here in Canada now from southern Italy and Sicily and the rest may very well want to come. Could this be a real barrier?

Mr. Vangelisti: We say in the brief that it is our attitude that it should be only highly desirable, not compulsory or conditional, that an immigrant have a basic understanding of our languages.

The question of educational requirement and degree of skill is very important to us, as members of the Italian community. As we have said, there will be these two areas where difficulties and misunderstandings will arise and where there will be hardships as far as the family is concerned; but specifically, in the Italian community in Toronto, which is a unique situation in Canada, the family unit is the unit. Their feelings emotionally are very strong in this particular area.

Mr. Ryan: I know; I realize that.

Mr. Vangelisti: Most of the members from Toronto realize this. The family considering emigration to Canada, perhaps has at the back of its mind that perhaps the father or an older son will come first, but the basic idea is that the whole family will come. Now, if they know that a physical or mental disability—perhaps not a disability to a great degree, but, under the classification, a disability—would prevent a member of the family from coming—maybe a younger son, a daughter, a brother or sister, or even a mother or father, this will limit immigration to an extent, and it will also create a personal hardship. This comes into the humanitarian and emotional area of splitting up a unit, which, to an Italian, is the basic form of life.

Mr. Ryan: I understand that in southern Italy, Sicily and some other Mediterranean countries the minimum school requirement is grade five?

Mr. Vangelisti: Which may be equivalent to seven or eight here.

Mr. Ryan: Yes, but there will be many people who could not come up to this standard.

Mr. Vangelisti: Well, one of the problems we have is the degree of compatibility of the standards in the various countries with that of the standards in Canada. Even in Canada it is not the same in the ten provinces, particularly in the job areas.

Mr. Ryan: Would grade five in, say, Sicily be the equivalent of grade five here, or would it be equivalents to grade seven here?

Mr. Vangelisti: I would be grade seven or more. Their grade seven is the equivalent of grade ten here.

Mr. Ryan: I see; that is very good.

Mr. Vangelisti: There is the problem, though, that it is difficult, for example...

Mr. Ryan: And this is true of other parts of Italy, as well? You have this information, Mr. Vangelisti?

Mr. Vangelisti: The information we have is that, generally, in Italy the government is concerned about encouraging education among the citizens. I think this is general in most industrialized countries, and certainly Italy is one. They try to encourage education because in the field of job, et cetera, it is easier to train someone who has a basic understanding, or at least knows a classroom atmosphere and can be put into a system to learn a different trade or skill.

Behind all this is individual, personal initiative and we must not lose this, because what built this country was personal initiative, not a high degree of skill. We fully realize, and understand, that technological changes have taken place and will continue to take place but the individual—the human resource—in this country cannot be neglected.

We, of course, are concerned because our work deals with the human element—the emotional problems—and all the work that we do in the society involves us with people with these problems.

Mr. Ryan: I am interested in the subject of education only because we understood from our earlier hearings that there was no problem about immigration from the north of Italy in this respect but that from south Italy, Sicily and some other parts of the Mediterranean there would be a problem because the mandatory grade attainment is less than it is in Canada and is not the equivalent.

Mr. Vangelisti: You are saying that there are different degrees of education in Italy—

Mr. Ryan: Yes; you are telling the Committee that to the best of your knowledge, information and belief there is no problem in this regard at all?

Mr. Vangelisti: I would not be entirely honest to say that there is no problem. Here in Canada we feel that an education is paramount. I know the large companies feel that they would rather have a person with a grade 12 education than with a grade eight education because they feel they spend enough money in their retraining program. Again, there are many job opportunities in areas

where people start—some people will fare well with an education and some will not. As you know, there are many businessmen today who are very successful who are without a formal education. I submit that this can still happen and will still be the case.

Mr. Ryan: Are you suggesting that there should not be any educational stipulation whatsoever, or are you happy with the one that is in the White Paper?

Mr. Vangelisti: We said in our brief that we feel that a person should not be barred simply because he does not have an education.

Mr. Ryan: You feel that it should be stipulated at grade seven?

Mr. Vangelisti: We do not feel that it should be grade seven or grade five.

Mr. Ryan: There should be adaptability, and no grade whatsoever?

Mr. Vangelisti: In other words, I sometimes think, as I said earlier, that recognition of the educational level of an immigrant from a foreign country should be given the recognition here of an equivalent. This is not always the case.

Mr. Ryan: All right; I will let somebody else ask questions. I may have some more later.

Mr. Klein: Do you know personally whether the statement you made about the five years of education in Italy being equivalent to seven years in Canada is accepted by the immigration authorities in Canada?

Mrs. Scotti: We do not know if it is accepted or not.

Mr. Klein: You do not know?

Mrs. Scotti: We do now know if it is accepted, no.

Mr. Vangelisti: There is no definitive acceptance of this, as we know it.

Mr. Klein: On the basis of what authority do you say that? You are making a very important statement here. If what you say is correct it may affect many people who may want to come to this country. Now, what authority do you have to substantiate the fact that five years of education at the elementary level in Italy is equivalent to seven in Canada?

Mrs. Scotti: We do get from the Italian government statements based on their experience.

Mr. Vangelisti: We have had 15 years' experience of the Italian community in Toronto.

Mr. Klein: I may be wrong, but I do not believe that the Canadian authorities are accepting that.

Mr. Vangelisti: No; they are not. This is the objection. We feel that they should accept it.

Mr. Francescut: I attended grade school in Italy myself and all of my children are going to school in Canada. Basically, I would compare my own schooling in Italy with that of my children in Canada as being very different. The education in Italy is not comparable to the same grade of education in Canada. I could give you an example. In Italy you go to school and, in grade three you start learning all the Roman history and things like this, especially geography and stories. It is much higher than the standard of schooling in Canada. For example, I tried to help my little son probably for the whole month of May, and I feel his grade in Canada should be much more when I compare my own education with your country.

Mr. Dinsdale: A supplementary, Mr. Chairman: Is any attempt being made to get the comparison certified through the Department of Education of Ontario, for example? This is a matter of provincial jurisdiction. Has your society ever gone to the provincial educational authorities and presented the curriculum and got their opinion on what level this might be in the Ontario educational program?

Mrs. Scotti: Well, in the translations, when we go to translate a document, you say that you have been in school for five years and they give you the five years' schooling here in English translation. If you have been in school eight years they give you the eight years. That is all. But not translation on the quality of the schooling.

Mr. Dinsdale: But you are making the claim that grade seven Canadian is equivalent to grade five Italian. Have you ever tried to have this certified by the Ontario Department of Education? I think that if a provincial department of education were to certify this fact then the Immigration authorities would have to accept it.

Mr. Vangelisti: I might answer that. The society has not done that particular thing. However, there is another organization in Toronto called Costi, which you probably know about. Its work is mainly in the fields of education and training; our work is mainly in social and welfare services—although there are certain similarities. They have had success, as I understand it, in the trade areas, where they have had the provincial government in the province of Ontario accept various trade classifications for auto mechanics and various other trades. They have encouraged Italians to take retraining or refresher courses to bring the standard up to the minimum levels applying to these various licences.

As I understand it, in Ontario the minimum educational equivalent to grade level is grade eight. In some cases there had to be some upgrading, or there had to be retraining on the technique that is acceptable in certain trade classifications here in Canada. The man has a basic knowledge and understanding, but perhaps in Canada our trade unions and our various classifications say that we do a thing a certain way. A person has to be knowledgeable about this to be accepted.

Mr. Klein: In your second recommendation you talk about the development of programs to facilitate an annual influx of 1 per cent of our population. Are you saying that there ought to be a quota?

Mr. Vangelisti: No, I am not. What I am saying is that we would like the federal government, again in co-operation with the provincial and local municipalities, to encourage programs for developing other areas, say, in the province of Ontario; to make an investment in an area; to provide job opportunities, or train people to fill specific job opportunities in, say, northern Ontario.

We have a large job placement program with one of the large mining companies. We have been trying to assist them in finding various types of individuals with various classifications suitable to a mining operation. Italians like the sunshine and they are not particularly suited to working underground, but there are a number of functions that they can perform and they have demonstrated that they are willing and good workers—at least this is the experience of this particular mining company. They are looking for hundreds of people to fill positions. There is no one to fill them.

This, again, is where we are advocating that when immigrants come here what they

have when they get here should be upgraded and trained to Canadian ways to suit Canadian conditions. We are saying, "Do not bar an immigrant from coming here because of a lack of something. When he gets here help him to get what he lacks."

Mr. Klein: In other words, if I understand you correctly, you are saying one per cent of the Canadian population...

Mr. Vangelisti: That is right.

Mr. Klein:... as a minimum.

Mr. Vangelisti: The minimum.

Mr. Klein: So you are saying that approximately 200,000 should be assisted; but that would be apart from any other immigration program for people who do not require assistance? Is that correct?

Mr. Vangelisti: We are saying that at least that minimum number of people—

Mr. Klein: Yes; without limiting the number of people coming in?

Mr. Vangelisti: Yes. If the country can develop programs to admit 500,000 people a year we say 500,000 people should come in.

Mr. Klein: I still do not understand.

Mr. Vangelisti: This is a minimum. In other words, because of economic conditions, or because we do not want to do anything about a particular thing we should not just hold back and say, "Let in 100,000 this year". We say No. We want to encourage and perhaps prod governments to be part of this and to be expansion in the sense of developing programs.

You need people—more and more and more of them. There are 20 million people in Canada, and we should have 50 million. At 200,000 a year it is going to take another 100 years—a second birthday—to double the population strictly on immigration. That is not fast enough.

Mr. Klein: In this connection I would request the indulgence of the Committee just to get into the record some statistics that have been handed to me by Senator Desruisseaux. This appears, as I understand, in the Canada Annual Statistics. From the period of 1901 to 1911 this country admitted 1,760,000 immigrants and natural births in Canada during that period were only 1 million; and Canada did not suffer. In 1913, the peak year for immigrants coming into Canada, there were

400,870. That is more than 50 years ago. It would seem to me that—and I am not saying this in criticism of your brief—

Mr. Nasserden: What was our population?

Mr. Klein: I cannot tell you, but it was considerably less than it is now.

Mr. Nasserden: That is what I am getting at.

Mr. Klein: I am not giving these figures in criticism of the brief, but you can well see that a 1 per cent minimum today, in relationship to the figures in 1913, just does not make sense.

Mr. Vangelisti: It makes sense to us to the extent that this could be considered a minimum.

Mr. Klein: Yes.

Mr. Vangelisti: Just a minimum; so that you do not go below this figure. Conceivably, if the economy is such that it can absorb more, you do not need programs encouraging people to come here and settle into the country. This will be done through the normal course, as it is being done now.

What we are saying is: "Help the expansion of Canada in those areas that should be developed". For example and I think you have statistics—half the people who come to Canada come to Ontario and about 50 per cent of those come to metro Toronto. This creates considerable problems in Toronto itself, in housing, job opportunities, education and so on, perhaps out of proportion to what normally would take place by our own explosive growth.

There are other areas in Canada that could prosper to a greater extent providing the job opportunities were there to encourage people to go there. We find that once a person comes to Toronto he does not want to leave. He has heard that you can make good money in Toronto, that there are good places to work, and that it is a good atmosphere. It is a very aggressive place and this is where they want to go.

We feel that we should encourage people, if they live in a small town in Europe, to go to a small town here. They understand the psychology of living in a small town. The transition from a rural to an urban centre is difficult. The German-Canadian brief presented just before ours mentioned what happened in Germany. They took people from southern Italy, France, Spain, or other places, and

brought them to Germany and trained them and adapted them to fit into jobs that were available for them. This grew like "Topsy" over there because of the economic expansion of Germany and the European Common Market. They did what I am suggesting the government of Canada do, although we may not have the lack of labour that they had there.

I say that we should encourage. This is expansionist, in the sense that this country has a lot of space. Instead of having the development in a 40-mile breadth along the U.S.-Canadian border there are many areas in Northern Ontario that could be developed. As I said before, the mining companies are looking for people. We were told that they were short of at least 2,000 people to fill vacant positions now, and they are expanding.

Mr. Nasserden: Do you mind if I make a comment along the line you have developed? The figures for 1913 of over 400,000, with a population of eight million at that time, works out to approximately 5 per cent; so that the 1 per cent figure would be a very conservative estimate of what we could absorb into Canada, as a minimum.

Senator Pearson: Supplementary to that, at that time, 1907 to 1913, we had millions of acres of free land being given away. This is why people came in in such large numbers during that period.

Now we have to adjust our whole flow of immigration to this country. It is not a question of settling on land; it is a question of finding jobs in certain areas.

I agree with your idea that we must take these people out of the urban areas and find job opportunities in the northern parts of our country. This is a problem for the government.

Mr. Vangelisti: For example, one use of the Canada Development Corporation could be just something like this, that through the use of the corporation you could develop an area, whether it be a seaport in northern Ontario, a town in the middle of Saskatchewan, at the foot of the Rockies, or somewhere in the province of Quebec; and an investment can be made by the people and government of Canada in these areas. You must settle more people. You have to develop areas other than Toronto, Montreal and Vancouver, and the developing can be done in these other centres. This is the way we feel.

Mr. Klein: If I may get into another area, does the Italian Immigrant Aid Society assist Italians that come to Canada?

Mr. Vangelisti: Very definitely so.

Mr. Klein: In the matter of helping them with money to sustain themselves?

Mr. Vangelisti: Fifteen years ago, when the Italian Immigrant Aid Society was first organized, its main purpose was meeting an immigrant who arrived by train or boat or through Union Station coming by train from Montreal; and helping to find immigrants to put them on a train to go to northern Ontario, or to other points in Canada, to meet relatives who were waiting for them.

From the early years, as with many other organizations, we assisted people to find jobs; we assisted people financially by buying food and clothing. We have distributed thousands of articles of clothing; we have spent thousands of dollars helping people. The situation in metro Toronto, at least, has changed to the point where this alms-giving type of assistance is not longer required, or desirable, in the sense that there are now agencies in Toronto which are organized to look after a person if he needs welfare assistance. I am thinking now of the city welfare department.

What our agency does now is to maintain a very active referral service. The value of the Italian Immigrant Aid Society in the city of Toronto is that our staff, Mrs. Scotti and Mrs. Rinaldi, are Italian. They came from Italy. They understand the mentality and the problems of Italian immigrants. The Italian immigrant does not necessarily like dealing with government. He has had his own experiences back in Italy. He needs an in-between; he needs a mentor; he needs someone to make the road a little easier. That is our function. We will interview them; find out what their problem is; find out what office or agency can best assist this person; we will make an advance appointment and follow it up; they will come back to us if there is any problem, and we genuinely try to help them. This is mainly a humanitarian approach. It is a very considerate, understanding approach. We do not handle as many cases as some of the other agencies because we just have not the finances or the staff, but we feel that our results are perhaps a little more lasting. Sometimes a person just needs someone to talk with, and we can do that.

Mr. Klein: Do you obtain your funds from the Italian community?

Mr. Vangelisti: Not really; seventy five per cent of our funds come from private contributions, from corporations and so on. We try to prod the consciences of those companies that are doing a great deal of business in the Italian community and whose success depends a great deal on the hard work and sweat of the Italian community. We want to do this even more. We want the government to consider this and to consider not particularly ourselves but any agency working in this area. We feel that we have done 15 years of yeoman work. We would like to continue this at present, but would be just as pleased to go out of business if we knew that the immigrant—in this case the Italian immigrant—was being assisted and helped on a humanitarian and humane basis.

Mr. Dinsdale: You mentioned the new agencies providing welfare for immigrants. Is this being adequately provided, or do you find a tendency to "buck-passing" between city, province and so forth?

Mr. Vangelisti: There is, yes. The biggest problem is on the weekends.

Mr. Dinsdale: Will a city welfare office, for example, take responsibility for a newly arrived, sponsored immigrant who gets into difficulty?

Mr. Vangelisti: That is a good point. Evidently in practice, as I understand from what happens in our own office, if an unsponsored immigrant comes to Canada and works for maybe a day or two, or cannot get a job and runs into financial difficulty, or gets sick, he is the responsibility of the federal immigration department. That department will usually prepare a letter of introduction to city welfare, and the city welfare will provide some assistance.

We have said in the brief, and I would like to read this—I do not want to get anybody in hot water—because we feel that there are problems in this area, and frequently an immigrant is subjected to delay before he gets any assistance. If an unsponsored immigrant works for less than a week we have found that he is a federal responsibility as far as his welfare is concerned. If he works more than a week, or it could be a few more days, he becomes the responsibility of the city welfare department. But to qualify he must have a letter from the local office of the Department of Immigration saying that he is qualified to receive assistance, and then he can become a public charge.

Now, evidently a person is the responsibility of the area or municipality in which he is then residing. That was an example of an unsponsored immigrant.

In the second case, a sponsored immigrant is the responsibility of the sponsor for a lifetime, and, in practice, for a period of five years, at the discretion of the local immigration office, and only if a letter of introduction to the city welfare is given. Only if a sponsored immigrant can get this letter can he go and get assistance. This becomes very difficult for the sponsored immigrant, particularly when the sponsor dies, or if his financial condition changes and he no longer can provide for the sponsored immigrant as he could previously.

A very practical example is that, because of the period, you sponsor someone this year; he may be single, or he may be married; you have considerable cash in the bank, and you have a home. Four or five years from now you may have two or three children; you may have illness in the family; you may have an industrial accident; for some reason or other you have not got the funds to provide for the welfare of another family. And there are cases in which with the cost of living today, it is difficult to support more than one family—one wage earner supporting another family.

In Italian families as many people as possible usually work, and the income of an Italian family is usually higher than its counterparts in the community. This would seem to indicate that perhaps they are a little more able to provide for someone they sponsor—and they do this—but there are situations where this cannot be done because of the lack of financial ability of the sponsor to help someone whom he has brought in, be it his mother, father or other relatives. We feel that there should be some adjustment here to reduce the amount, or the period, of obligation. We have indicated in our brief that we would like to see this period reduced to one year.

It has been our experience that the person who brings in members of his family is at least not going to see them out on the street,—certainly not in an Italian community—and where possible assistance is rendered. But the Immigration Aid Society can deal only with the problem areas. People who are managing and getting along do not come to us unless it is for information, or how to make out their income tax returns, or are having problems with other government forms or in

complying with various regulations; or they may want some information about something in the community. Therefore, we generally get the problems.

Mr. Dinsdale: Do you find that the unsponsored immigrant receives this letter of introduction to the city welfare authorities automatically, or does he have to know that this procedure is necessary?

Mr. Vangelisti: Would you mind repeating the question?

Mr. Dinsdale: Apparently after the unsponsored immigrant has worked for a period of five days if he requires welfare assistance he becomes the responsibility of the municipal authorities. To receive this assistance, you say he requires a letter of introduction from the federal immigration office. Is this letter given automatically or does he have to know that this is the procedure?

Mrs. Scotti: Well, he has to know. That is why they come to our office. We explain to them, and we phone Immigration. They do not know, really. When they come in they do not know.

Mr. Roxburgh: There will no doubt be a group of them that will not know how to go about things; is that so?

Mrs. Scott: Yes.

Mr. Roxburgh: In other words, if there was a government office, or agency, or whatever you want to call it, set with Italian people in charge, and all the Italian community, or others, depending on nationality, then everybody would be directed to the one spot. At the present time your association is doing what it can and other associations are doing what they can, but there are apt to be oversights?

Mrs. Scotti: Well, there is a difference. Our office is not a governmental office; it is a private little office. If it was a government office they might be shy and would not go in.

Mr. Roxburgh: Yes; I know what you are getting at. But how are we going to make sure these people go? As this gentleman has said, you would be quite pleased to be relieved of the responsibility, providing it can be handled properly by the government of Canada, or by the province of Ontario, or in co-operation. We quite understand that a lot of people do not like to go to government offices—and they are not all Italian; it hap-

pens even with some Members of Parliament, when it comes down to the final thing.

If this were set up on a sound basis so that in Toronto you had 15 or 20 people working there—Italians, Germans, or whatever the case might be—to handle these problems, then the whole community would know that on Yonge at King, or whatever the case might be, there was an office. The immigrant could then go, or be directed, to this office, and there would be no chance of people going without advice. What do you think of that idea?

You have to be complimented for what you are doing—we all realize that—and we appreciate you people coming here. What I am suggesting is that we try to make it as efficient as possible and do as much as we can for immigration.

Mrs. Scotti: I think it would be proper.

Senator Willis: What happens if the letter is refused? Has there ever been an occasion when the letter has been refused?

Mr. Scotti: Well, we knock on the door until the door is opened. We write again, we knock until the person gets it.

Mr. Klein: Are you through with your questions at this time?

Mr. Vangelisti: May I make a comment on the previous question on the desirability of the government providing more for immigrants, we covered this in a brief to the Royal Commission on Bilingualism and Biculturalism. Not only do we feel that government agencies should employ individual representatives of the community in which the office is located, but in Toronto we feel that there should be regional offices open at those hours that are convenient for people who cannot get there from 9 to 5, Monday to Friday. This is one of our problems. We feel that to do a better job there should be 5, 6 or 7 regional offices in Toronto.

The immigrant population, and the general population, is not located on Jarvis at Adelaide Street, or down on Front Street. It is often very difficult to get down there. You walk into a building that is huge, very impersonal and beautifully marbled and tiled. Some poor person walks in there, looks around and goes out again. They are just bewildered and frightened. You need an atmosphere in which someone can walk in and feel at home.

Mr. Roxburgh: In other words, we could have these people in offices in the west end,

or the east end, or whatever the case would be, open at certain hours and on the weekend. There would be somebody there to deal with any problems.

I see what you are getting at. I was not just thinking of an office; I was thinking of the principle of the thing.

Mr. Vangelisti: Well, to deal with immigrants' problems we considered setting up five or six regional offices and working together with other Italian groups for example, or other groups, jointly to staff offices in the east end, the west Toronto, in lower Toronto, and St. Clair and Dufferin, where a person in the community—not necessarily Italian—could come. In our case, because of our name and our staff, we get Italians, but we also get Portuguese, Greeks and other people. We get quite a few Portuguese. We feel that this approach, together with some of the other things that we have set forth in our brief, would assist the individual immigrant, particularly in the early years, to acclimatize himself and to get more assistance of the kind that they can understand and can work with.

The Joint Chairman Senator Langlois: Mr. Klein, do you have a question?

Mr. Klein: I want to move into another area. One of the complaints of the Italian community, at least in the area that I live in, is that they go into the construction industry in which there are mostly Italian immigrants, and the result is that they are working side by side with other Italian immigrants, or Italians who have been here for some time, and they speak Italian all day long. The result is that they never get the opportunity to learn English or French.

Is the Italian Immigrant Aid Society conducting any night classes, or doing anything in that area, to help these Italian immigrants to acquire either French or English?

Mr. Vangelisti: The Society has considered this. At the time we were doing this we were working with this other organization, Costi, which receives considerable support from the Italian government to work with the province of Ontario. They are now working with the province of Ontario through program 5.

Their main function is to assemble Italians in sufficient numbers so that a class can be started, whether it is a trade school, or to learn English. We need more classes, or the use of the classrooms in the schools, at those hours at which members of the immigrant community can go and can learn a language.

However the learning of a language is tied down to the economic feasibility of it. What I mean by that is that a man works from 7 in the morning until 7:30 or 8 o'clock at night, particularly on construction in the summer. He will get home and have his dinner and is perhaps ready to go out at 9 o'clock. At that time the classes are ending. If he does manage to get to a class he is so exhausted from working all day in the sun or in a factory that he just cannot sit down and pay attention. He falls asleep.

This brings us back to the first point in our brief, that if an opportunity is provided at the beginning of his residence in Canada, with financial support at that time sufficient to maintain a minimum standard he will learn the language more quickly, and that will give him a greater benefit in the years to come. We feel that that is the point at which to start the program. The children learn English in school. There is no problem with the children.

Mr. Klein: That was going to be my last question. There was a statement made in Toronto—I do not remember the name of the organization, and unfortunately we have not yet got the printed proceedings—but one organization made a surprising statement, with which I cannot agree personally—I would like to have your views on it—that they found that in homes where they speak, let us say, Italian, and have not acquired the English language, they are having difficulty with the children in those families learning the English or French languages. Do you agree with that?

Mrs. Scotti: No.

Mr. Klein: May I make one last comment. I notice on your letterhead that apparently one of your sponsors, or officers, is the Consul General of Italy. Does this mean that immigration into Canada has the special sanction, in a sense, of the Italian Government?

Mr. Vangelisti: No. The reason for this is that it has been the tradition, since the society was organized, to have the local government representative from Italy, who, of course, through his office, is concerned with the welfare of his fellow-citizens. We do, in liaison, discuss these problems with him, and, generally, we feel that it is a courtesy to him. Very recently, just within the last two weeks, for the first time in our history did we receive any money from any government, or any other agency of that type. We received one million liras from the Italian Government, as a straight, outright gift, with no strings attached.

Mr. Klein: For this purpose?

Mr. Vangelisti: For the purpose of financing the Society.

The Joint Chairman Senator Langlois: I think I should point out to the Committee that the Auxiliary Bishop of Toronto and the Consul General are only honorary chairmen of the organization.

Mr. Vangelisti: This has been of tremendous support to myself—

Mr. Klein: I say that only in commendation. I think that it is very commendable. It fits into the scheme as Canada would like it to be. Thank you.

The Joint Chairman Senator Langlois: Mr. Baldwin?

Mr. Baldwin: Mr. Chairman, I thought I heard the witness refer to the fact that they might have to make an appeal to the conscience of the government. I want to warn him—not this government! Governments have an excess of high-priced help; they look with fear upon elections; and you will search in vain to find a conscience in any government. If you want to find a conscience you have to come to honourable members of the Senate and members of the House of Commons.

I want to direct your attention to the summary of your recommendations, particularly to two of them. In recommendation No. 6 you say:

The immigrant be deemed a citizen for purposes of the new Act for a period of six (6) years.

Am I correct that your proposal is that to be a sort of constructive citizenship, a person who has validly and legally come into the country and is a landed immigrant will, for all purposes, be deemed to be a citizen of Canada the minute he lands? He would be subject to all the benefits of citizenship for this period of six years?

Mr. Vangelisti: We say that the immigrant be deemed to be a citizen for the purposes of the new Act for the purpose of sponsoring immigration.

Mr. Baldwin: That is what I wanted to—

Mr. Vangelisti: This brief is directed principally to the various sections of the White Paper on Immigration.

Mr. Baldwin: In other words, he would be deemed to be a citizen—

Mr. Vangelisti: —for the purposes of immigration.

Mr. Baldwin: —for the purposes of immigration and for the purpose of sponsoring?

Mr. Vangelisti: That is correct.

Mr. Baldwin: And that goes together with No. 9.

If at the end of six years the immigrant has not become officially a citizen does he lose that right?

Mr. Vangelisti: The recommendation of the government would indicate that.

Mr. Baldwin: That would follow, yes. And this would go hand-in-hand with paragraph 9 where you say:

Section 47(c)—

I assume of the White Paper

—to be amended to permit an immigrant the right to sponsor for a period of one year—

Do you mean that—

Mr. Vangelisti: It says in subparagraph (c):

Any Canadian citizen of five years' residence—

would be allowed.

Mr. Baldwin: Well, is that in addition to No. 6 or as a corollary to No. 6? No. 6, as I judge you propose it, gives any immigrant who is properly landed here the right to sponsor. Now, would not a person coming under No. 9 be automatically included in No. 6? I was just wondering if there is something special about your proposal No. 9?

Mr. Vangelisti: We thought that paragraph 47, particularly subparagraph (b), which we thought was sort of a moral group of people that could be sponsored, and subparagraph (c), which was a more open area might be similar; but we wanted specifically to direct attention to these two subparagraphs.

Senator Pearson: May I ask a question here about sponsors? Are they advised that certain people in, say, Italy would not be allowed into this country, that they were security risks, or if that they had a criminal background, and would be deported if they came here? Are the sponsors advised of that before they sponsor these people? Would they have knowledge of that?

Mrs. Scotti: I do not think so.

Mr. Vangelisti: I believe that the form to apply for immigration to Canada specifically has a question on it that, to indicate if they have committed a felony, or have committed criminal acts in their own country. There was mention in the press recently of a Scottish immigrant who was being deported because of lack of information on his original application.

What we suggest is that the sponsor receive complete information, perhaps from the Department of Immigration, on his duties and obligations before he sponsors anybody, and that he understands. Secondly and again I go into this point—his responsibility for the person he sponsors should be limited to a period of one year. We also say that before an immigrant comes here there should be an honest attempt to familiarize him with, or to inform him of, the problems and the opportunities and the basic, general situation. We have found that there is too much misunderstanding and misrepresentation, or encouragement to come here. The immigrant is told that there are all kinds of jobs. He comes to Toronto and he finds that he needs a license to get a job as a plumber; but he is not told that. To be fair, it would be better for him and for everybody if he really understood what is prospects were when he came here. I do not mean that he should be discouraged because he is perhaps in a marginal class, but I would say that there should be a straight type of information to all immigrants regardless of from where they come.

Senator Pearson: In other words, the sponsor should be advised to see the immigration officer in this country before he makes his application.

Mr. Vangelisti: Yes, very definitely.

The Joint Chairman Senator Langlois: Do you have any further questions? Mr. Baldwin?

Mr. Baldwin: Not at the moment, thank you.

The Joint Chairman Senator Langlois: Dr. Haidasz?

Mr. Haidasz: Mr. Chairman, I am very impressed with this brief and with an ethnic organization here in Canada that does so much to help newly-arrived immigrants.

My question, Mr. Chairman, is whether this society has received any complaints from Canadian citizens of Italian origin, who wish to bring in visitors, about encountering

difficulties, and about having been asked to make deposits of \$500 to \$1,000 bonds guaranteeing the return of such visitors?

Mrs. Scotti: No, we have not received any complaints at all; not so far.

Mr. Vangelisti: Someone called saying that he knew of one or two cases where an immigrant was forced to provide a deposit in Montreal through the Immigration Department, either when seen on the airplane, or when they landed in Montreal; but we did not get any clear indication on this.

Generally speaking, we have had no complaints from anybody who comes to our own office about having been forced to put up a deposit, or of having had to put up a deposit for someone just visiting for a period of time.

Mr. Haidasz: As regards the fourth paragraph on page 2 of your brief, where you ask for the 21 year age limit of sons and daughters to be removed, I presume this is also based on many representations that this is rather too restrictive, and an unfair regulation in the present circumstances?

Mr. Vangelisti: Very definitely; and particularly is it the case in the Italian community, where the family unit is the strength of the Italian. We feel that to do anything to restrict a member of that family from joining the family here in Canada is not right. We make a very strong point on this.

Mr. Haidasz: I agree. Thank you, Mr. Chairman.

The Joint Chairman Senator Langlois: Do you have a question, Mr. Ryan?

Mr. Ryan: If no other member wishes to speak, I would like to ask a few more questions, Mr. Chairman.

Mr. Vangelisti, if a sponsor dies, say, in Toronto, what happens if the sponsored family needs welfare? What do you do about it?

Mr. Vangelisti: We become persistent—Mrs. Scotti becomes persistent.

Mr. Ryan: Do you eventually get places with the city welfare?

Mrs. Scotti: Yes, eventually we get somewhere.

Mr. Ryan: Even if the five-year period has not expired?

Mrs. Scotti: Yes.

Mr. Vangelisti: There is a great deal of work, embarrassment and humiliation on the part of the sponsored immigrant to go through this.

Mr. Ryan: I am sure; and I would also think that they would fear deportation.

Mrs. Scotti: Yes.

Mr. Vangelisti: I believe there was a comment made before this Committee some weeks ago on this. As far as we know, there should be no fear of deportation on the part of any legally-landed immigrant, parent or otherwise, in Canada. We have had no experience of any immigrant being deported because he went to a welfare agency for assistance.

Mr. Ryan: You say that there should be no fear; but in your experience do you find that there is any substantial fear in any areas?

Mr. Vangelisti: There is more a reluctance to deal with a government office through fear of deportation.

Mr. Ryan: Thank you.

On a further point: Do you meet all Italian immigrants as they land? Is this possible for your organization?

Mr. Vangelisti: I only wish it were; but we do not.

Mr. Ryan: Is there any government agency, apart from the customs officer and the immigration officer, which meets a landing immigrant?

Mr. Vangelisti: No; we would like—and we have considered this—to work with the Department of Immigration in this way, and I think they have now opened two or three offices in Italy, and there are information and literature there from our own society. It is just general information on where they can get assistance if they require it when they come here. We do not have the personnel, voluntary or otherwise, to meet immigrants as they come here from Malton airport. Have you ever been there on a Sunday?

Mr. Ryan: Yes, I have.

Mr. Vangelisti: Two plane loads of immigrants come in from Italy. There are literally hundreds of people—mothers and fathers and little children. It is tremendous. What an atmosphere! Imagine trying to meet someone.

You would have to set up some sort of an official organization to meet everybody, and you do not want this on an occasion like that.

Mr. Ryan: Would it not be feasible to prepare a landing card to hand to these immigrants, though? Either the immigration officer or the customs officer could give it to them, in French or Italian or English?

Mr. Vangelisti: We would like to do this, and we are working on something like this. We would like to have the assistance of the Department of Immigration to facilitate making available this information to people arriving at Toronto International Airport, or Dorval in Montreal, or on these ships as they arrive in Montreal.

Mr. Ryan: That would be a good idea.

I take it from your brief, as a whole, that you feel that the White Paper is placing the emphasis in the wrong direction; that, in effect, it is cutting down on sponsored immigration and hopes to increase unsponsored immigration. Whereas, your society feels that the emphasis should be, as it has been in the past, on sponsored immigration; that is, family immigration to Canada? Is this a correct assessment of your presentation?

Mr. Vangelisti: I must say, first of all, that no impediments should be placed upon the area of sponsorship in immigration; it should continue. We do feel perhaps, that the suggestion in the White Paper that the criteria for immigration, namely, the education and the skill an immigrant has in his country of origin, should be the basic requirement for entry.

We know, for example, that the government would like to encourage certain people because there is a need for them. The government goes out and does a job of salesmanship to encourage certain people that they feel are needed, over and above this 1 per cent I was talking about. This is another class. In this area, as we mention in our brief, the government should not bring people here and then just let them loose, because they were responsible for bringing them here in the first place. We say, in our brief, that they should look after these people for a period of a year. If they cannot adjust or they are not adaptable to our way of life, then they should go back. This is the way we feel it should be done.

We can understand the attitude of economists and other members of the community who feel that because of technology and technological changes we should have a person who has a high degree of education—a very skilled person—so that when he comes here he will fit into the job easily; or if he has to be retrained he can do this.

This country was built, and can still be built, because of our space. It can be built with people of courage and people with ambition and personal initiative. They should be assisted, however, to acquire those attributes that will assist them while they are here. We feel that the emphasis should not be placed outside the country, before they get here; we feel that it should be here.

Mr. Ryan: Do you feel that the sponsored immigration that you would have is something that will continue as a more or less steady current, or flow, of immigrants into the country, or will there be, in times of recession, a flow-back?

Mr. Vangelisti: Well, in good times, when the people here in Canada are doing well economically, perhaps the desirability of bringing a relative, or someone like this, here, or to sponsor an individual from another country to come here, is stronger on the part of a person who is resident here. If he is in a period where he does not have the finances, or is economically down at a particular time, either through his own situation or the general economy, there is, I would think, a natural reduction in the number of sponsored immigrants arriving in Canada from any source.

Conversely, unsponsored immigrants, I imagine, would arrive in Canada on an open basis, inversely to the economy of their own country. What I mean by this is that if a man has an education, a skill, or a profession that is accepted in his own country, and he has a good job, a good house and a fairly good standard of living, he would be very reluctant to give all this up and come to Canada—to a strange country, perhaps a strange language and customs—and try to attain immediately the same standard of living that he had before, with the same benefits, and so on.

We have had people come from Italy, for example, encouraged by the government, or encouraged by the immigration office, in the sense that "These jobs are available, and if you come this job is open for you". One particular case comes to mind where a man sold his business, his belongings and everything and came with his family. He came here and we tried to place him in three or four companies—some of the big automobile companies, and so on. He stayed about one or two weeks and then packed up and went back. He had been misinformed of the situation. Look what he was put through.

Perhaps he acted irrationally in not coming here first, sizing up the situation, and then bringing his family, but this again goes back to this information that should be provided by the immigration offices in the various other countries. If they say a job is open and available, they should check and make sure that it is open and available, and that he will fit into that job. Do not put him through hell before he gets back to his own country.

Mr. Ryan: Well, as I see it, under unsponsored immigration there is another factor enters the picture, and that is that our own Department of Immigration can turn on the tap or turn it off anytime it wants to by controlling the size of the pipelines coming in, by controlling the staffs of immigration offices in foreign countries, and in various ways like that.

Mr. Vangelisti: That is true.

Mr. Ryan: Are you saying that there should be no turning on or off of the tap in sponsored immigration, but that you have no objection to it in unsponsored immigration? Would that be fair?

Mr. Vangelisti: I would not put it that way. We think that immigration should be as open as possible. We certainly understand that you just cannot open the doors and let everybody who wants to come here, or ever wanted to come here, just walks in; I know that the national government of Canada would not permit that under any circumstances. However we feel—as I do, particularly—that just because a certain area of the country feels that they do not want anybody else they should just turn the tap a little bit so that the flow is reduced. Positive programs have to be developed so that at least a minimum number could come to Canada, in the sense that you do not go from, say, 200,000 to 80,000 because we are suddenly in a situation where public opinion, or various local and regional interests say “We do not want anybody else”. We know there is a certain attitude like this now, and we feel that this is not a right attitude.

Mr. Ryan: Do you feel that the White Paper seems to state that there is an explosive factor in respect to sponsored immigration—that is liable to explode—and that we are likely to have a great number of people flood in here unless the White Paper's recommendations are implemented?

Mr. Vangelisti: If a sponsor knows and understands his obligation, this, I think, in itself, is almost a check valve on the sponsoring of

immigrants. In other words, if the sponsor knows that he is going to be responsible for a person for a period of a year, that he must provide for this person, then he has to do this, and I think that to reasonable people this would have a tendency to—I do not want to use the word “regulate”—have an effect on the flow of sponsored immigrants to Canada.

Mr. Ryan: Thank you, Mr. Vangelisti.

The Joint Chairman Senator Langlois: Are there any further questions? Mr. Dinsdale?

Mr. Dinsdale: Do you find that health problems are much the same as welfare problems? I have not pursued this. Do you have difficulty establishing responsibility?

Mr. Vangelisti: How do you mean?

Mr. Dinsdale: If someone becomes seriously ill shortly after their arrival, do you have the same difficulty of establishing where hospital and health services might be provided?

Mr. Vangelisti: Very definitely. There is one particular area that we are concerned about, where we feel that there is a real falling down, and that is having the immigrant become aware, for example, of the Ontario Hospital Insurance Act, and having the mother, or the wife, who is perhaps six or seven months pregnant, come to Canada and, after a short stay, give birth to a child in hospital, with no hospitalization insurance whatsoever. She runs up a bill of \$1,000, and, sir, you do not get out of hospital until you pay your bill. The immigrant is no different from anybody else, only he is more affected. We feel that there is a real let-down here to the immigrant.

I would think when an immigrant comes here, if he is going to reside in Ontario, an application should be waiting for him when he signs the immigration permit to come to Canada, and when he gets here he would automatically start to be covered. If this means the paying of \$28-odd by the government and its collection later, perhaps that is the way it should be done; but it will eliminate a great deal of hardship.

Mr. Haidasz: This would be up to the provincial governments, because all hospital insurance now is under provincial jurisdiction.

Mr. Vangelisti: It would be the province where the immigrant says he is going to reside.

Mr. Dinsdale: This is a problem of welfare, too—divided jurisdiction and nobody taking responsibility.

Mr. Vangelisti: Well, again, as we said, it is passing the buck from one agency to another.

Mr. Klein: As I understand it, the witness is saying that if necessary the federal government should lend the \$28-odd of premium so that he is immediately covered when he comes in.

Mr. Vangelisti: Yes.

Mr. Haidasz: But there is a waiting period of three months.

Mr. Klein: No, no.

Mr. Haidasz: For OMSIP there is.

Mr. Vangelisti: This is Ontario Hospital Insurance. I think that in the case of Ontario, where there is OMSIP, this should perhaps be part and parcel of the same thing. In Saskatchewan there would be another plan. However, generally, when an immigrant comes in for the small premium, we have seen specific cases where bills have been run up to \$1,000. Who pays it? We have people lying in hospital, and you cannot get them out unless somebody—city welfare, or somebody—makes arrangements to pay the hospital bill.

Mr. Haidasz: I had a case referred to me where a lady, in the first month of her arrival, got a complication of eclampsia. She had to stay in the Toronto General Hospital for a month. Her husband got a bill of \$1,000. He did not have the \$1,000. He had a mental breakdown and had to go to a mental hospital. Now they have to be deported because he became mentally ill over this \$1,000 bill.

Mr. Vangelisti: Why should he be deported? The family became ill here, not in their country of origin.

Mr. Haidasz: Cases like this have happened.

Mr. Vangelisti: You know them. This is why we feel so strongly in this particular area. It is the women who are affected here—the mother of a family, and so on. Of course, the husband does not know what to do. We feel that if the investment is made—and quite a large investment—it is better that it be done at the time of arrival.

Mr. Ryan: Is there immediate coverage if it is done at the time of arrival under the Ontario Hospital Service Commission Plan?

Mr. Vangelisti: Even if there is a three-month waiting period it is better than the situation where, four months after arrival, the wife gives birth to a child.

Mr. Haidasz: May I suggest that perhaps the federal and provincial authorities get together as soon as possible to try to work out an agreement to solve such cases immediately. These things happen every day, and God knows when the government will act on the recommendations of this Committee after we have finished studying the White Paper.

Mr. Vangelisti: If I might just make a comment on that, I think we are aware of the situation in provincial-federal relations and the areas that perhaps the federal government is involved in, or the provincial government, or both, but we would like to feel that because immigration is a federal responsibility—it is a federal law; it is not a provincial law; therefore it is a federal responsibility—the federal government should undertake this responsibility.

The federal government, particularly under the new Canada Assistance Act, will assist the provinces in this area anyway; so why not get in at the beginning. If you can work out an agreement, wonderful; but it is time that the mechanics were worked out and an agreement finalized so that when a person comes in he is automatically covered, period.

The Joint Chairman Senator Langlois: Are there any further questions?

Is it the wish of the Committee that the brief of the Italian Immigrant Aid Society be printed as an appendix to the minutes of today's proceedings?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: I wish to thank you, Mr. Vangelisti, Mrs. Scotti, and Mr. Francescut, on behalf of the members of the Committee, not only for your splendid presentation, but also for the various points you have raised and the answers you have provided to the many questions put to you. I am sure that I am interpreting the sentiments of the members of this Committee in congratulating you on the splendid job you are doing in assisting immigrants coming to Canada.

Now, the other day, when this Committee sat in Montreal, a delegation from the Canadian Jewish Congress appeared before the Committee and gave evidence. Although the delegation had no—

Mr. Klein: If you are referring to the brief, it has been lodged. If you will look at that—and I may be mistaken—I think you will see that it is from the Jewish immigration society.

The Joint Chairman Senator Langlois: The Jewish Immigrant Aid Society of Canada; excuse me.

Mr. Klein: That distinction should be made because I think the Canadian Jewish Congress will probably send in a brief themselves.

The Joint Chairman Senator Langlois: Yes. We have received through the mail, since their appearance in Montreal, a letter from Dr. Joseph Kage, who is the national executive vice-president of the Jewish Immigrant Aid Society of Canada. Is it the wish of the Committee that this written presentation also be printed as an appendix to the minutes of the proceedings?

Some hon. Members: Agreed.

An hon. Member: It is a very worthwhile brief.

An hon. Member: The meeting is not over yet?

The Joint Chairman Senator Langlois: No, it is not.

Mr. Haidasz: Mr. Chairman, I believe that the Committee is aware of and will recall, certain briefs which complained about the difficulties that potential immigrants encounter when originating from the Middle East.

I am sure that many of us have heard of the difficulties that are encountered by Canadians of Chinese origin in trying to bring in their relatives from Hong Kong.

I would like to refer to our steering committee some suggestions based upon complaints that I have received, specifically from Hong Kong, where a Queen's Counsel, acting for a Chinese Canadian, has stated to me that he is of the opinion that the testing office in Hong Kong should be thoroughly investigated to make sure that all applicants are fairly dealt with. He has grave doubts that fairness is being used in Hong Kong.

I was wondering whether the complaints we have heard from the organization that presented the brief in Montreal about the Vienna office, and those that I have received, which perhaps the members have heard about, concerning the backlog and the long time that it takes and the difficulty that is encountered in getting an application through in Hong Kong could be studied by the subcommittee to see how we can deal with these complaints.

Mr. Bell (Carleton): I am just wondering what basis there is for the sweeping assertion that was made by this Queen's Counsel? This is a reflection upon the staff in Hong Kong. The principal officer there, Mr. Robert L. Wales, is one of the most distinguished public servants, and I do not like such a broad, sweeping statement.

Mr. Haidasz: That is why I am asking the Steering Committee to find out from the officials in the department how the Hong Kong and Vienna offices are working, what is the backlog of cases and what the written regulations are, because there are complaints from Canadians of Chinese origin and from the legal counsel acting for one of these Chinese Canadians, who say that they have doubts on whether applicants are being treated fairly.

Mr. Bell (Carleton): I venture to suggest that the fault may not be in the Hong Kong office. It may be in policy, as it is pursued.

I have had the opportunity of visiting the office in Hong Kong, and I know that they are doing their best under very difficult circumstances. This is not to suggest that the policies that are being pursued in relation to it are the best, but they are a group of the hardest-working public servants that I have seen in action any place.

Mr. Haidasz: Mr. Bell has just said that they are working under very difficult circumstances. What are these difficult circumstances?

Mr. Bell (Carleton): They are under-staffed.

Mr. Haidasz: Under-staffed.

Mr. Bell (Carleton): I would like to say that it should not be suggested by some anonymous Queen's Counsel that there is unfairness on the part of the Hong Kong staff. If charges are to be made against them I suggest that the man who makes them should come out and disclose himself.

Mr. Haidasz: I would just like to refer these problems to the steering committee to see whether we can find out more about the difficulties that exist in Vienna and Hong Kong, in particular; and whether we could get some information about these offices. This is for discussion by the steering committee to see whether anything can be done about it; that is all.

The Joint Chairman Senator Langlois: I am very sure that the members of the steering committee will take into account, and consider, the remarks made by you, Dr. Haidasz, and the comments of Mr. Bell, provided that this is within our terms of reference.

Mr. Ryan: Mr. Chairman, I have another suggestion for the members of our steering committee.

I had a letter from a constituent who suggests that in his opinion it would be an excellent idea if the government were to either forego, or make nominal, the citizenship fee that is chargeable to an applicant in the year 1967, as a centennial measure. I believe the fee is \$10.00. Perhaps it could be done away with for the period, say, from July 1st until the end of the year and any applicant making

an application during that period would not have to pay the fee. Perhaps it could be a nominal dollar, if some fee is necessary.

I would like the steering committee to consider the feasibility of this, and of requesting that the Secretary of State, or the Minister of Finance—

The Joint Chairman Senator Langlois: I do not think that this is within our terms of reference.

Mr. Ryan: It may not be in our terms of reference, and, if not—

An hon. Member: Bring it up in the House.

The Joint Chairman Senator Langlois: Gentlemen, we will be sitting on Monday afternoon, March 20, at 3.30 p.m.

APPENDIX X
BRIEF
TO
THE SPECIAL JOINT COMMITTEE
OF THE SENATE AND HOUSE OF COMMONS
ON
IMMIGRATION
March 14, 1967
Submitted by:

CANADIAN ASSOCIATION FOR
RETARDED CHILDREN—
ASSOCIATION CANADIENNE
POUR LES ENFANTS ARRIÉRÉS

CANADIAN MENTAL HEALTH
ASSOCIATION — ASSOCIATION
CANADIENNE POUR LA
SANTÉ MENTALE

To: The Co-Chairmen and Members of
The Special Joint Committee of the
Senate and House of Commons on Im-
migration

Sirs,

On Thursday, February 16, 1967, oral representations were made on behalf of our two Associations at the hearings in Toronto held by this Special Joint Committee. Those giving testimony were Dr. G. Allan Roeher, Executive Director, Canadian Association for Retarded Children; Dr. John D. Griffin, General Director, Canadian Mental Health Association; and Mr. Barry B. Swadron of the Bar of Ontario, appearing as special counsel for both Associations. At that time, it was undertaken to furnish this Special Joint Committee with written submissions. We are pleased to present you now with the Brief contained herein.

When Canadian immigration laws prohibiting entry to the mentally disordered were framed, they reflected contemporary attitudes of that period.¹ Persons suffering from mental disorder were substantially dependent upon society. The revolution in medical and social knowledge and techniques since that time has drastically changed this situation. As a result, the pertinent prohibitions in the *Immigration Act*² to-day represent an anachronism.

It is not our intention here to suggest who should be allowed admission to Canada. It is, however, submitted that the current grounds for refusal of entry because of mental disorder are illogical, and deny the coming to Canada of many persons and their families who can make valuable contributions to our country. The question is raised, therefore, whether the immigration laws are functioning in the best interests of the nation.

Immigration laws are peculiar inasmuch as they apply to nationals of a foreign country. Persons seeking admission to a country are not generally vested with any rights *qua* that country, and must take the immigration laws as they find them. There are reasons, nonetheless, why immigration laws should be fair and reasonable. They should, of course, be inherently so. Canadian citizens sometimes (often by family ties) have an interest in the admission of foreign persons to this country, and no unnecessarily restrictive barriers should be placed in the way of their entry. Moreover, while we are regulating admission of nationals of other countries, it must be recognized that those countries are in turn regulating the cases of Canadian citizens who desire to visit or emigrate. A concept of reciprocity is surely involved and we should expect no better treatment from other countries than that which we are prepared to give.

Admission prohibitions are to be found in section 5 of the Act which provides in part:

No person... shall be admitted to Canada if he is a member of any of the following classes of persons:

(a) persons who

- (i) are idiots, imbeciles or morons,
- (ii) are insane or, if immigrants, have been insane at any time,
- (iii) have constitutional psychopathic personalities, or
- (iv) if immigrants, are afflicted with epilepsy³;

The prohibition extends even to other members of a family accompanying a member of that family who is not admissible to Canada, unless, in the opinion of a Special Inquiry Officer, no hardship would be involved by the separation of the family.⁴

There is provision in the Act which, notwithstanding the above-listed prohibitions, allows a person to enter Canada, as a non-immigrant, "for treatment and care at any health resort, hospital, sanitarium, asylum or other place or institution" for his cure and care. Any such entry, however, requires the authorization of the Minister of Manpower and Immigration, and the person may remain in Canada only while he is actually under such treatment and care.⁵ An excluded person may be allowed to enter and to remain in Canada as a non-immigrant also where he is issued a written permit by the Minister.⁶ A Minister's permit, although it may be extended, is limited in time to a prescribed period not exceeding twelve months, and it may be cancelled at any time.⁷ It seems unfortunate that such a stringent course is needed to achieve any degree of flexibility. Moreover, it is hardly clear when concessions will be granted. While there are indications that humanitarian motives have from time to time prevailed at the local level in the case of short visits, in an extremely large number of instances undue hardship has been inflicted upon families and individuals.

From a practical standpoint, it should be noted that there is a tremendous movement of population—both for permanent and temporary purposes—from the United States to Canada, and *vice-versa*. A great deal of attention recently has been paid by authorities in the United States to the personal and family hardships involved. This culminated in a Congressional amendment⁸ to the *Immigration and Nationality Act* in 1965, relaxing the United States' restrictions (previously not unlike ours) in relation to the mentally

disordered.¹⁰ The amendment provides, *inter alia*, that certain excludable aliens "whom the Surgeon General... finds to have been free of... mental illness for a period of time sufficient... to demonstrate recovery shall be eligible for a visa..."; retarded children under the age of fourteen years may enter as permanent residents when accompanied by parents who qualify for admission; and the restrictions against those afflicted with epilepsy are erased from the statute. These steps forward—although there is still room for improvement—should not be ignored, and afford another cogent reason for seriously considering amendment to the Canadian law. Indeed, it was the statement of the late Congressman Fogarty when he introduced the pertinent amendment from the floor of the House of Representatives that: "There is reason to believe that the special reciprocal relationship we enjoy with Canada and Mexico will mean that our affirmative action on this amendment today will bring a like response from their respective legislative bodies."¹¹

Turning now to a consideration of the subject prohibitions in the *Immigration Act* of Canada, it is noted that the language employed is archaic, and what is more, some of the terms are vague and uncertain. Mere substitution of enlightened and more definitive terminology however, is not the answer. It has been suggested that certain diagnostic categories be prescribed which would carry with them permanent exclusion. Such an inflexible course, however, would make it difficult for the system to operate fairly in all instances. Each case should be considered on its individual merits.

There have been attempts to remedy the legislative situation in Canada. Two Bills were introduced in 1966 to relax somewhat the prohibitions directed against the mentally disordered and their families. While each of these Bills seems to be a step in the right direction inasmuch as it would appear to permit flexibility, neither of them can be considered as achieving a sufficiently desirable goal.

Clause (s) of section 5 of the *Immigration Act* prohibits from admission to Canada "persons, not included in any other prohibited class, who are certified by a medical officer as being mentally or physically abnormal to such a degree as to impair seriously their ability to earn a living". Bill C-60¹² would add the following words thereto:

"unless, where such persons are abnormal by reason of mental retardation,

(i) they have sufficient means of support or such profession, trade, occupation,

employment or other legitimate mode of earning a living that they are not likely to become public charges, or

(ii) they are members of a family accompanying them or already in Canada and the family gives satisfactory security against such immigrants becoming public charges".

The apparent purpose of this Bill is to relax the prohibition against mental retardates under Clause (s) to the degree currently applicable to persons who are "dumb, blind or otherwise physically defective".¹³ It is submitted, however, that the Bill may actually lack effective meaning. A mental retardate would still, no doubt, be absolutely excluded in any event under section 5(a) (i) which prohibits the admission of "idiots, imbeciles or morons". Even if the Bill could be interpreted to have some scope, the advancement of one group of mentally disordered is not necessarily a wise measure. Indirectly, it puts the groups not so advanced in a less favourable posture than before.

The questionable value of advancing only one group of the mentally disordered applies equally in the case of Bill C-107,¹⁴ which would add the following proviso to the prohibition in section 5(a) (ii) of persons who "are insane or, if immigrants, have been insane at any time":

"except an immigrant whose admission to Canada is authorized by the Governor in Council upon evidence satisfactory to him that the immigrant has not been an inmate of any asylum or hospital for mental diseases for at least seven years immediately prior to his application for admission, has lived a normal life for at least seven years immediately prior to his application for admission, and has successfully overcome his mental disease".

It would be a tall order indeed to decide whether a person "has lived a normal life for at least seven years". Furthermore, the prescription of a time lapse is not a meaningful measure under the circumstances.

It is noted that *Sedgwick Report* recommends review of the "health" bars to admission,¹⁵ and we welcome the consideration given these matters in the *White Paper on Immigration*.¹⁶

The White Paper, in paragraph 63,¹⁷ outlines the Government's general intention to prohibit as immigrants:

"(a) Persons suffering from any disease, mental or physical, which constitutes a danger to public health or safety;

(b) A mentally or physically defective person unless he is a member of a family otherwise admissible and well able to look after him";

It is assumed that the Government has no intention of enunciating diagnostic categories which would carry with them exclusion, and indeed, no intention of legislating any absolute bars to entry on the basis of past or present mental condition. If this is in fact the case, the legislation would certainly be moving forward.

We are not certain what meaning is intended in clause (a) by "mental disease" nor in clause (b) by "mentally defective". In keeping with the legislative trend in many jurisdictions, it is suggested that the term "mental disorder" be employed. "Mental disorder" is considered sufficiently generic to embrace mental illness, mental retardation and other mental handicaps.

Taking up clause (a), our Associations agree that a person suffering from a mental disorder which renders him a danger to public health or safety should be denied entry into Canada.

Concerning clause (b), it is respectfully submitted that a degree of flexibility should be incorporated. The condition that the family be "well able to look after him" should be considered along with the potential contribution to Canada that can be made by members of the family as a whole. There may well be cases where this contribution could far outweigh any contingent liability.

Our Associations have carefully reviewed the relevant law and practice concerning temporary border-crossing, reporting procedures of those who may be deportable, and the deportation of persons who have not acquired a Canadian domicile. Many hardships, injustices and inequities have taken place in these respects. On the assumption that temporary border-crossing will be permitted in accordance with enlightened principles relating to immigrants in the new legislation, and the proposal in the White Paper that "no immigrant will be deportable for a cause beyond his own control"¹⁸, we omit any detailed discussion of these matters.

We respectfully submit:

I That a person suffering from a mental disorder which renders him a danger to public health and safety should be prohibited admission to Canada.

II That a person suffering from a mental disorder who is a member of a family otherwise admissible should not be pro-

hibited admission to Canada where the potential contribution of the family as a whole to Canada is such that it outweighs any contingent liability.

III That the decisions taken in I and II be based upon a sound medico-social assessment.

IV That where there is doubt as to the eligibility of an immigrant on the basis of his mental condition, a tribunal composed of representatives of the appropriate professional disciplines be available to assist the Department in reaching a decision.

V That laws and practices relating to temporary border-crossing and deportation conform with new enlightened principles outlined above.

VI That a much more careful preparation and orientation of immigrants for life in Canada, than at present, would help prevent breakdown due to the impact and "shock" of a new culture.

All of which is respectfully submitted.

The Canadian Association for Retarded Children,

The Canadian Mental Health Association,
by

Barry B. Swadron, LL.B., LL.M.,
their Counsel herein.

Dated at Toronto this 14th day of March, A.D. 1967

REFERENCES

1. See, for example, W. G. Smith, *A Study in Canadian Immigration* (Toronto: Ryerson Press, 1920), at pp. 231-32.
2. R.S.C. 1952, c. 325.
3. Clause (s) of s. 5 prohibits "persons, not included in any other prohibited class, who are certified by a medical officer as being mentally or physically abnormal to such a degree as to impair seriously their ability to earn a living".

See also clauses (i) and (j) of s. 5 which prohibit respectively persons who are chronic alcoholics and persons who are addicted to the use of any substance that is a drug within the meaning of the *Opium and Narcotic Drug Act*.

Provisions relating to the enforcement of medical exclusions are to be found in s. 21 *ibid.*, and Immigration Regulations, Part I, P. C. 1962-86 (SOR/62-36), ss. 29 and 30.

- 4. *Ibid.*, s. 5 (o).
- 5. *Ibid.* s. 7(2) (a).
- 6. *Ibid.*, ss. 7(2) (c) and 8(1).
- 7. *Ibid.*, s. (8) (2) (3).

8. See, for example, Bill H. R. 10160 introduced into the House of Representatives on February 27, 1964, and Bill H. R. 9505, being of the exact text, introduced at the subsequent session (June 28, 1965).

See also *Congressional Record—House of Representatives*, August 25, 1965, at pp. 21007 to 21012 inclusive.

9. Public Law 89-236, 89th Congress, H. R. 2580, October 3, 1965.

10. See s. 15 *ibid.*, which amends s. 212 of the Act.

11. *Congressional Record*, *supra* reference 8, at p. 21008.

12. First reading, January 24, 1966.

13. See *Immigration Act*, R.S.C. 1952, c. 325, s. 5 (c).

14. First reading, January 24, 1966.

15. Part II, p. 5 (1966).

16. Department of Manpower and Immigration, *Canadian Immigration Policy* (Ottawa: Queen's Printer, 1966).

17. *Ibid.*, p. 26.

18. *Ibid.*, p. 33, paragraph 83 (c).

APPENDIX Y
BRIEF
TO
THE SPECIAL JOINT COMMITTEE
OF THE SENATE AND HOUSE OF COMMONS
ON
IMMIGRATION

February, 1967

Submitted by:

TRANS-CANADA ALLIANCE OF GERMAN-CANADIANS,

8 Bobolink Road, Hamilton, Ont.

R. Haussmann, President

K. Heeb, Secretary

Trans-Canada Alliance of German Canadians

The Trans-Canada Alliance of German Canadians is a federation of associations and clubs chartered on September 25, 1952, by the Secretary of State of Canada for the purposes and objects, some of which are:

(a) to develop good citizenship and democratic ideals among Canadians of German ethnic origin.

(b) to encourage immigration to Canada of persons of German origin or speaking the German language, and to assist such persons both before and after entering Canada.

(c) to preserve German traditions of religion, music, literature and the arts, and to promote mutual understanding and co-operation with the like traditions of other groups in Canada.

In pursuance of the objectives of the charter, the Trans-Canada Alliance of German Canadians welcomes the opportunity to present to the Special Joint Committee on Immigration this brief containing the opinion of the Alliance on the White Paper on Immigration. The brief has been prepared by members of the Board of Directors of the Trans-Canada Alliance.

The Trans-Canada Alliance welcomes the development of new ideas and concepts on immigration contained in the White Paper leading to a positive immigration policy for

Canada. At the same time, the Trans-Canada Alliance wishes to comment on the White Paper in the light of the objectives of this organization.

Selection of Immigrants and Recruitment

It is the opinion of the members of the Trans-Canada Alliance that Canada needs more people to utilize fully her natural resources and to provide sufficient bases for primary and secondary industries. The Trans-Canada Alliance concurs with the concept of long range immigration policies based on growth potential and on the integration of all Canadians into the political, economic and social life of this country. The Alliance also concurs with the principle of selection of immigrants based on education, skills and occupational competence rather than on criteria of race and ethnicity. The Trans-Canada Alliance would like to stress the equality of persons of all races and nationalities in applying for immigration.

Sponsorship

The Trans-Canada Alliance generally agrees with the concept of the unsponsored immigrant as a person skilled or knowledgeable in an occupation which is in demand in this country. However, the Alliance is of the opinion that skill requirements can only be adequately assessed when the Canadian Department of Manpower and Immigration has

sufficiently evaluated questions of educational equivalence between Canada and the countries of emigration. Questions of formal education and of occupational training need to be assessed more carefully than at present. In addition to formal education, skills and training, immigration procedures should recognize capacities for adaption and potentials for learning.

In case of sponsored immigrants, it is recognized that certain standards must be established. Immigrants should be entitled to sponsoring immigration of members of the immediate family, such as relatives in the ascending line (parents, grandparents) and in the descending line (children, grandchildren) and of brothers and sisters, without restriction to citizenship, and without waiting period. It is the opinion of the Trans-Canada Alliance that sponsorship for members of the extended family should be subject to Canadian Citizenship of the sponsor, after a transition period of six years.

In addition to unsponsored and sponsored immigrants, there should be admission of a limited number of persons to this country as members of a special category, such as political refugees, who might be sponsored by governments or civic organizations for humanitarian reasons in response to grave emergencies. The proposed Refugee Eligibility Commission should be responsible for admission in the special category.

Integration of Immigrants into Canada

The Canadian government at present is primarily concerned with regulating the flow of immigrants rather than with active encouragement of integration. The principal rationalization for such integration would be a well planned system of co-operation between federal and provincial authorities. The main problems of immigrants are centered around occupational integration into the Canadian economy. At this level, immigrants have decisive handicaps.

There are few places where immigrants can obtain evaluation and recognition of occupational training and competence. Most provincial authorities have to a large degree delegated occupational recognition to boards and commissions composed exclusively of members of certain skills or professions. There are many boards practicing outright exclusion and discrimination patterns. Frequently, there are no avenues of appeal against arbitrary decisions affecting the occupational integration of such persons.

It should be one of the tasks of the Federal Department of Manpower and Immigration and the Citizenship Branch of the Department of the Secretary of State to establish proper procedures with the Provincial authorities to solve the problems of occupational integration by developing guide lines for evaluation of skills and occupational qualifications. So far, the Federal Government's concern with occupational integration of newcomers has been negligible. On the contrary, the Federal Government itself practices job discrimination between natural born and naturalized citizens in its admission requirements for foreign service officers. It is also feared that the new division between immigration and citizenship officers might be detrimental to the social integration of newcomers into Canadian communities. An expanded system of citizenship officers should help in overcoming adjustment problems.

Problems of Deportation

The Trans-Canada Alliance recognizes that it may be necessary for the common good of a country to deport non-citizens under special circumstances. However, it is also recognized that the power of deportation should not be arbitrarily exercised according to administrative expedience.

The Trans-Canada Alliance therefore suggests that Section 83b of the White Paper be reconsidered and reworded for clarification. In particular, the Alliance believes that such terms as criminality, subversion and disloyalty are too sweeping and general, and thus open to misinterpretation, possibly misuse.

The deportation ground "voluntary and wilful indigency" is in itself impossible to prove and has an offensive connotation. It could lead in its application to procedures derogatory to human dignity. Many immigrants would tremble at approaching welfare authorities for help in case of need. The Trans-Canada Alliance suggests the omission of this reason for deportation. There should be no deportation at all in cases involving political refugees, because a deportation order could mean a death sentence.

Immigration Appeal Board

Immigration Appeal Boards should not be composed of members of the Department of Manpower and Immigration. Instead, they should have at least quasi-judicial independence, with the power to review the legality of deportation orders as well as abuses of discretionary powers of immigration officials.

Decisions of Immigration Appeal Boards should be subject to judicial review.

Co-Operation with Service Groups and Research

It is the opinion of the Trans-Canada Alliance that the Federal Government should initiate a programme of co-operation with civic and service groups designed to implement the integration of immigrants. Fur-

thermore, the Alliance advocates more research into the problems of immigrant adjustment and integration.

It should be the goal of immigration, manpower and citizenship policies to develop a society in which persons will be judged by their contributions to this society rather than by an ascribed status based on race and ethnicity.

APPENDIX Z
BRIEF
PRESENTED BY
ITALIAN IMMIGRATION AID
SOCIETY

To
The Chairman, Members
Special Parliamentary Committee
-White Paper on Immigration-
Ottawa, Ontario

Gentlemen:

The Italian Immigrant Aid Society is a non-Profit organization working exclusively towards fitting Italian immigrants into Canadian life. We have during the fifteen years of our existence borne the brunt of social and welfare services in the Italian Community.

We are aware of the Government's intention to establish laws which will have a profound effect on Canadian Immigration Policy and on the lives of persons immigrating or visiting Canada.

We are pleased to have this opportunity to present the views of the Italian Immigrant Aid Society to the Government of Canada, through the Honourable Jean Marchand, Minister of Manpower and Immigration, Yourself, and the members of this special parliamentary committee.

Immigration to another country carries with it very strong emotional considerations, legalistic formalities and sometimes the traumatic experience of changes in language, customs, culture and environment.

The attached presentation contains our expression of opinion concerning the various aspects, provisions, and intended action of the Government, as contained in the "White paper on Immigration".

Respectfully Submitted,

The Board of Directors
ITALIAN IMMIGRANT AID SOCIETY
Per:
Albert John Vangelisti, C.A.
President.

I-GENERAL

Canada is a land richly blessed with vast resources of raw materials, water, and space. The wonders of the terrain, cities and indus-

trial complexes from east coast to west coast, from rocky seashores, to the towering majesty of the Rockies is enough to stimulate the imagination and desire of the peoples of the world.

This great land of ours, however, has an even more important asset—that of the talents of those people who have come to this country from the days of Columbus and Cabot; Cartier and Maisonneuve, whose beginnings didn't really matter but whose strength built and converted this country to a respected nation in the world to-day.

It took people, planning, and money to extract the great mineral deposits—to construct the vast building projects—to grow into a nation. Have we now become so sophisticated and prosperous and perhaps selfish to the point that we can afford to pick and choose who shall be permitted to immigrate to this country? What yard-stick should be used? And perhaps what race, religion, colour or political affiliation should be considered? I only say this, gentlemen, to illustrate the fact that we need immigration.

It is our considered opinion that an immigration policy for Canada should have as a first and basic tenet a humanitarian and humane consideration for any person or family willing to immigrate to Canada. All other considerations should be objective in nature but secondary to the above.

It is all too easy to make use of a computer or succumb to regional, or local pressures, or the personal interests of labour, or management in deciding policy. We are concerned that the Manpower division of the new department may unduly effect quotas and impose restrictions on the classes admissible to Canada. The new policy on Immigration should anticipate an annual influx of 1 per cent of our population or approximately 200,000 persons annually.

Immigration policy must of necessity be dictated and influenced by the national interests but it is only by an aggressive devel-

opment policy instituted and supported by the Government of Canada in association with the Provinces and Municipalities that will encourage development of those areas outside the heavily populated industrialized cities to expand, grow and prosper. It will take imagination, guts, courage, enterprise and determination, not merely words to implement such a plan.

The immigrant is the raw material, which, if adaptable, must be shaped and nurtured, educated, trained and even retrained to facilitate his entry into our Society and way of life. An investment must be made in each and every immigrant to this country, an investment that if carried throughout the initial 1-3 years of residence will be returned in the form of citizens who are happy in their environment, contributing to a greater degree to Society and the economy of Canada.

We feel that a positive approach to this aspect of welcoming an immigrant to Canada should be adopted. The negative attitude is perhaps the easier road but can only act as a deterrent to the steady growth and expansion of our country.

The Immigration policy of Canada must consider not only the welfare of the country but must also consider the general welfare of the immigrant. The Department of Manpower and Immigration must have the duty and responsibility to see to it and assure each immigrant that he has a proper understanding of the conditions, problems, opportunities that he may encounter upon arrival and during residence in Canada. Too many persons come to Canada unprepared for the transition. Misinformation, exaggeration and misrepresentation often prove a formidable burden preventing the immigrant from quickly adapting to his new surroundings and hindering his chances of success.

The progress of each immigrant should be followed, with considerable attention in the initial period and continue for a period of one to five years. There are no meaningful statistics available to us to enable a study of the progress of evolution and progress of our new residents.

Facilities should be available to relocate immigrants to other areas in Canada, pay the costs of moving and relocation, if jobs are not available in the area of first residence.

In the cases where prospective immigrants to Canada have none or only a meagre under-

standing of the English or French languages every effort and/or opportunity should be provided to improve this understanding in co-operation with the country of origin, in the country of origin, and if this is not possible then each immigrant should be required upon entry as a permanent resident to attend language and retraining classes immediately upon entry. A living allowance, sufficient to support a family for a limited period, should be provided. This program if directed primarily at the working members of the family will enable an immigrant with language difficulties to obtain employment and advance more rapidly than would be possible otherwise.

The Society feels that even before an immigrant arrives in Canada the question of eventual citizenship should be raised. Citizenship procedures and desirability should be publicized and made readily available.

We are of the opinion that an immigrant should be deemed a citizen for purposes of the new act for a period of (6) six years. If an immigrant does not become a citizen by the end of this period then he should be denied the privileges of sponsorship under this act.

It is our attitude that it should only be highly desirable but not compulsory or conditional that an immigrant have a basic understanding of our languages. The question of educational requirements and degree of skill is very important to us. It will be in these two areas that difficulties and misunderstandings will arise. The standards used by different countries do not always co-incide with those of Canada. As a matter of fact there is a lack of uniformity in delineation and classification of educational qualifications, trade and professional skills between the various regions and areas of Canada and the various governing bodies, Local, Provincial or Federal.

An unsponsored immigrant should be carefully advised of the degrees of differences before he gets here, not afterwards, unless it is the government's intention to support and educate the immigrant to minimum standards. The immigrant doesn't want relief—he wants a job and an opportunity.

It has been our experience that an immigrant who comes here with a good knowledge of our languages and has professional and trade skills accepted in his country of origin often has more difficulty in adapting and settling down under our standards. The superior attitude of these immigrants restricts the available job opportunities. A willing worker

who is capable of performing a good day's work is more in demand than one who is educated and skilled but is not prepared to contribute to the same extent.

The degree of relationship of the sponsor to the intended immigrant is of concern especially with relation to the age limit of 21 years imposed on an unmarried son or daughter or unmarried children under 2 (sec. 47(a)(11)). The age limit of 21 years should be removed. It is our view that section 47(c) should be amended to permit any immigrant to Canada the right, not privilege, of sponsoring relatives in this category for a period on one year after entry.

The prohibitions affecting entry by certain classes of immigrants should be detailed much more clearly and allowances made in the cases of mental illness and drug addiction, providing, treatment here will permit the individual to return to society as a responsible person.

We are fully in accord with the appeal measures contemplated by the Government which will provide safeguards and opportunities for persons coming here or who must leave particularly by an Order of Deportation.

The terms of deportation should be limited to those persons who have made false declarations on entry, have prior criminal histories of a serious nature, or who may be a security risk to Canada.

II—ITALIAN COMMUNITY

The strongest emotional ties of the individual Italian are with his family. This attitude governs his approach to immigration and sponsorship.

The tradition of close family unity provides a strong force to assist the Italian in the process of integration. The family provides a haven particularly in combating the psychological problems that develop during this process. Un-sponsored single persons have no family to fall back on and do not stay. This is demonstrated by the high rate of return to country of origin of educated, single immigrants to Canada.

Recent studies and surveys have indicated that the tradition of family relationships is definitely a factor in the successful integration of the Italian Immigrant into the community.

The Italian population of Metropolitan Toronto and environs approximates 300,000 persons. Italians have made a tremendous contribution to our community and the Italian influence is felt in almost every sphere.

The problems encountered in the Italian Community are not uncommon in many aspects with those of the community in general. However, even if the government expands its services to the Italian Community, the need for special assistance will always remain.

We suggest very strongly that funds and grants be forwarded to existing agencies working with immigrants, to look after the ever increasing demands for services, and research projects. We have in our files numerous case histories concerning the many and varied problems confronting Italians; for example—the Federal government says to the immigrant—"come, there are jobs available"—the Provincial government says—"You need a licence to get a job in the trades, etc." Difficulties arise because of this situation.

Welfare Assistance is available to an immigrant if necessary but on unequal terms—depending on the status of the immigrant as an un-sponsored immigrant or as a sponsored immigrant.

If the UN-SPONSORED immigrant works for less than a week he is a Federal responsibility. If he works more than a week he becomes the responsibility of the City Welfare Department BUT to qualify he must have a letter from the local office of the Department of Immigration saying that the immigrant is qualified to receive assistance and can become a public charge.

On the other hand a SPONSORED immigrant is the responsibility of the sponsor for a lifetime and in practice for a period of five years at the discretion of the local immigration office and if a letter of introduction to City Welfare is given.

The burdens, frustrations and humiliations encountered by the immigrant, particularly when the sponsor dies or when his financial condition changes is unfair and causes other problems.

We recommend that the sponsor should:

1. receive complete information on his duties and obligations before sponsorship, and
2. responsibility of sponsor for sponsored immigrant should be limited to a period of ONE year (reduced from five years).

SUMMARY RECOMMENDATIONS

We respectfully suggest and recommend the following:

1. Immigration Policy to consider first the humanitarian aspects of each case.
2. Development of Programs to facilitate an annual influx of 1% of our population.

3. Language and training classes be expanded and increased with living allowance included and standardization of educational and job requirements, classifications.

4. Research project on progress of immigrants during first five years in Canada.

5. Provision for relocation of immigrants for job opportunities.

6. The immigrant be deemed a citizen for purposes of the new Act for a period of six (6) years.

7. Government responsibilities and support for unsponsored immigrants, encouraged by the government, to be extended for a period of six months to one year.

8. Age limit of 21 years be dropped.

9. Section 47 (c) to be amended to permit an immigrant the right to sponsor for a period of one year after arrival.

10. Conditions for Order of Deportation to be revised.

11. Limit responsibility of sponsor to a period of one year.

12. Simplify conditions required for an immigrant to receive welfare Assistance.

13. Encourage and support by way of operating funds, grants, those Agencies specifically involved in work with immigrants.

III—HISTORY

THE ITALIAN IMMIGRANT AID SOCIETY

The Italian Immigrant Aid Society is a non-profit organization working exclusively towards fitting Italian Immigrants into Canadian life.

The Italian Immigrant Aid Society was formed in 1951 for the purpose of assisting immigrants who were coming from Italy to Toronto in the early post war years. In those early days thousands were helped to find relatives, jobs, a place to stay, and in general received financial, and other help in becoming a resident and a member of this community. Many problems have been encountered by new arrivals to Canada; difficulties with the language, customs, job classifications, etc. As the work of the Society continued to expand in those early years, the members of the Italian Community decided that a more permanent organization would be required to properly look after the new arrivals.

In 1956 an application was signed to obtain a charter from the Province of Ontario incorporating the Society as a Charitable Organization. A Charter was granted on January 31, 1956.

The Society prospered because of the unselfish work of many volunteers, both men and women, who devoted many thousands of hours to the work of the Society. Because of the lack of sufficient financing the Society has not been able to do all the work that needs to be done. Contributions received from private individuals and businesses have supported the Society. All services of the Society are performed without any charge or fee.

The Society in the early years of its existence was led by very capable presidents and directors. The presidents of the Society were Mr. J. D. Carrier, 1953-56; Cav. J. Grittani Sr., 1956-58; Mr. L. Palermo, 1958-59; Mr. J. Mizzone, 1959-60; Mr. D. DeMonte, 1960-61; Mr. J. Paul, 1961-62; Mr. V. E. Bagnato, 1962-63 and Mr. A. J. Vangelisti, C. A. from 1963 to date.

The Society is very proud of the fact that so many ladies in the Italian Community contributed significantly to assisting those requiring consideration and understanding. The Society was formed in 1953, as an independent Ladies Auxiliary of the Italian Immigrant Aid committee with a President and Executive. Leadership was provided by: Mrs. L. Bernard; Mrs. A. Teolis; Mrs. R. J. Grossi; Mrs. G. DeSpirt and Mrs. A. DiRocco each of whom served a two year term as President of the Ladies Auxiliary from 1953 to 1965.

The Society was re-organized in 1965 and a new super-board of directors was chosen to supervise the affairs of the Society. The ladies of the Society were given greater representation of the Board of Directors and a new committee "The Women's Service Coordinating Committee" was set up to more fully utilize the talents of the ladies of the Society.

However, no matter how willing the members of the Society are to contribute their time and energies a proper office and location were required and permanent staff was required.

The Society offices are now located at 1174 St. Clair Ave. West at Dufferin Street, Toronto. The Society employs a full time paid administrator, Mrs. Arturo Scotti, who has been invaluable to the Society, and an assistant, Mrs. Carmalinda Rinaldi. All other members of the Society, including the President, Directors, committee members, do not receive any payment for their services.

ITALIAN IMMIGRANT AID SOCIETY

ORGANISATION CHART

PRESIDENT

EXECUTIVE COMMITTEE

BOARD OF DIRECTORS

ADMINISTRATOR

COMMITTEES

Standing Committees

- Campaign Committee
- Membership Committee
- Women's Service Co-ordinating Committee
- Publicity Committee
- Nominating Committee

WORK OF COMMITTEES

Campaign Committee

The members of this committee will be concerned with all social events of the Society including the Easter Monday, Dance, the annual tea, and the annual supper dance. This committee will also be concerned with the annual fund raising campaign and with whatever fund-raising events that may be required such as dances, bazaars, field days, etc.

Membership Committee

This committee will be concerned with volunteer recruitments and training, liaison with other groups and organizations, liaison with the Italian Youth Club and will be concerned with increasing the membership in the Society, of active and inactive members, of associate and of benefactors of the Society.

Women's Service Co-ordinating Committee

Under this committee will be various sub-committees to look after interpreters, emergency assistance, home visiting, knitting, layettes, telephone committee, etc.

Publicity Committee

The work of this committee will be mainly concerned with the publicity of the Society itself, its work and its programs, publicity of the various events sponsored and organized by the Society and will be concerned with the dissemination of such information, etc. which will be of service to the Italian Community and could be considered to be in the field of education.

Nominating Committee

This committee will be composed of the past presidents of the Society and of the Ladies' Auxiliary. Its main function will be to ascertain and provide personnel for the Board of Directors and other committees with the Society.

IV—ITALIAN IMMIGRANT AID SOCIETY POLICIES

The Society, within the scope of its resources endeavours;—

1. TO assist Italian immigrants in finding employment.

2. TO assist the Italian immigrant from a moral point of view and to help him to familiarize himself with the languages, laws and customs of Canada.

3. TO enlighten Italian immigrants in the History, constitution and legislation of their foster land of Canada with the object of making them good Canadian citizens conscious of their rights and duties as such.

4. TO assist in every way possible the Italian immigrant who is a victim of an accident or of sickness.

5. TO give relief to unemployed and destitute Italian immigrants and their families.

6. TO prepare Italian immigrants to assume citizenship and to integrate themselves in the economical and social life of Canada by favouring the knowledge of the laws and customs of Canada.

7. TO enter into any arrangements with any authorities, municipal, local or otherwise that may seem conducive to the Corporations' objects, or any of them, and to obtain from any such authority any rights, privileges and concessions which the Corporation may think it desirable to obtain, and to carry out, exercise and comply with any such arrangements, rights, privileges and concessions.

8. TO provide whatever other services that may be requested.

THE HEAD OFFICE of the Society is to be located in the City of Toronto and the work of the Society is to be carried on without the purpose of gain for its members and any profits or other accretions to the Corporation shall be used in promoting its programs.

The directors of the Society have realized the changes taking place in the Community and where possible changed the type of services to meet the current needs of the Italian

Community. Other work, in the areas of education, worker re-training, etc. have been initiated and developed by other organizations with the funds to do so. These latter programs have been promoted in cooperation with the Province of Ontario.

As a member of the Social Planning Council of the Municipality of Metropolitan Toronto and the close co-operation with other agencies, the Society has access to information, professional assistance, and other services available to the Community. The respect earned with these agencies over a long period of time has made it possible for the Society to be of service to the Italian immigrant who feels the need to confide his problems to an Italian speaking, Italian orientated social worker. We are pleased to have been able to assist 10's of thousands to adjust to life in this new country which this year 1967, is celebrating its 100th birthday as a nation—the brightest star of the growing nations of the world—a land of opportunity, promise and rewards, in return for honest, sincere and often-times courageous efforts to succeed in this new land.

The needs of the present day community have changed from a basically alms-giving type of assistance to a service type, counselling type, service in which the needs, other than basic necessities, are becoming of greater importance. The social needs of our very large Italian community are in many respects similar to the social needs of the entire Metropolitan Community. The problems which concern the society in which we live invariably affect the Italian Community.

It is principally because of this change and the changes in policy of other agencies that the society considered and adopted the following:

POLICY OF THE SOCIETY

In addition to the purposes and aims as outlined in our Charter the policy outlined and approved by the Board of Directors is as follows:

1. to maintain an information and referral service;
2. to maintain and expand our interpreting services;
3. to maintain an active volunteer recruitment and training program;
4. to maintain a translation and documentation service;
5. to organize and develop a Centennial project as follows;

(a) a project to assess the need for day care in the Italian Community

(b) to study and set up some foster day care homes and centers;

(c) to refer the results, problems and other matters pertaining to this research project

(d) to prepare recommendations re day care facilities—need, etc. and an outline of a foster day program.

The Society wishes to undertake and pursue this program in order to assist the mother with small children who because of financial stress is forced to work—to provide these services to remove the stigma of a working mother under these circumstances.

Because of difficulties in raising sufficient funds the project (5) has not yet been started.

ITALIAN IMMIGRANT AID SOCIETY

Statistics of Services 1952-1966

Interviews	55,000
Job placements	7,700
Family and Juvenile Court Appearances	425
Workmen's Compensation Cases	500
Unemployment Insurance Cases	900
Magistrate Courts Cases	200
Metropolitan Police Cases	425
Interpreters	7,500 Hours
Emergency Food parcels	650
Home visits	300
Financial help cases	350
Special Cases	350
Board of Education Cases	250
Ontario Hospital Insurance Payments	175

Interpreters:

Services in Hospitals, Out patient clinics, Well baby clinics, Public Welfare, Board of Education, Home visiting	33,000 Hours
Milk for needy children	24,000 qts.
Financial help cases	80
Layettes	500
Food Vouchers, emergency & Christmas Baskets	750
Taxi service to and from hospitals, cases	60
Baby carriages	6
New Clothes distributed, Cases	65
Used Clothes distributed	12,000 pcs.

Surgical Articles:

Spinal braces, dentures, glasses, wheel chairs, elastic stockings, abdominal support, colostomy bags, etc. Furniture supplied to families, cases	100
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Referrals to Local Agencies:

Visiting Homemakers Assoc., Catholic Children's Aid Soc., St. Elizabeth Nurses and Public Health Nurses, Catholic Family Services, St. Vincent de Paul, Mother's Allowance, Public Welfare, Old Age Pension, War Veteran's Pension, Family Allowances, Metro Housing Authority	1,365
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APPENDIX A-1

RE-APPRAISING THE
CANADIAN IMMIGRATION POLICY

An Analysis and Comments

on

The White Paper on Immigration

(by: Dr. Joseph Kage
National Executive
Vice-President
JLAS of Canada)

January, 1967

1. *A Document of Utmost Significance*

The White Paper on Immigration, issued in October, 1966, by the Hon. Jean Marchand, Minister of Manpower and Immigration, is a milestone in the history of Canadian Immigration and in the evolvement of Canada's Immigration Policy. One does not necessarily have to agree with all the recommendations contained in the White Paper to appreciate the document's value and significance. The fact that it offers clear and concise information on the approach of the Department of Manpower and Immigration towards Canada's immigration policy, and on the administrative regulations and controls that it recommends, is in itself of immense value. The White Paper provides the Canadian public with an opportunity to discuss and evaluate the proposals that it contains, before they are translated into legislation, and for this, too, the Hon. Jean Marchand and his staff are to be sincerely congratulated.

2. *The Significance of**Immigration in Canadian Life*

The significance of immigration in Canadian history is apparent. Canada is a nation of immigrants. Each immigrant wave, beginning with the era of Jean Talon and continuing with the arrival of United Empire Loyalists, the Irish immigration, the large influx of immigrants from Eastern and Central Europe, the United Kingdom and many other lands, has left its indelible imprint on Canadian life.

The value and need for a continuous immigration flow into Canada is clearly recognized in the White Paper on Immigration. The relevance of a sustained immigration programme

as a contributing factor to Canadian social and economic growth is succinctly stated in the document as follows:

"Immigration has made a major contribution to the national objectives of maintaining a high rate of population and economic growth and thus of strengthening our position of independence and our ability to follow a course of friendly co-operation with like-minded countries of the world. Without a substantial continuing flow of immigrants, it is doubtful that we could sustain the high rate of economic growth and the associated cultural development which are essential to the maintenance and development of our national identity beside the economic and cultural pulls of our neighbour to the South." (p. 7)

3. *The Past and the Future*

The White Paper takes a stand on a number of issues pertaining to various aspects of immigration. Its attitude towards certain vital points and the conclusions reached, as a result of this attitude, leave, in our opinion, room for debate. The White Paper's approach towards history and the lessons to be learned from past experience can serve as an example of what we have in mind.

In relation to the proposed immigration policy, the White Paper suggests that to remain of positive value the future Canadian immigration policy

"must be consistent with national economic policy in general and with national manpower and social policies in particular, and it must be related to the conditions of national and international life in 1966 and the years ahead rather than to past events. (p. 7)"

While it may be true that history does not necessarily repeat itself, the lessons learned from past experience, should not, we believe, be ignored.

4. Manpower and Immigration

The White Paper appears to place considerable emphasis on adjusting immigration to manpower requirements, economic and social policies. It states that:

"The desire of families to be together is important, as is the humanitarian instinct of Canadians to be of assistance to people of other lands who need a place of refuge and a chance to rebuild their lives. In the final analysis, however, there is unlikely to be general support for any immigration policy which appears to favour local or sectional rather than national interests or to ignore the economic and social facts of life as they are revealed daily to Canadians in terms of employment, educational opportunities, welfare programs and taxes. (p.7)"

To recognize a relationship between manpower factors and immigration is one thing, but it would seem that to make immigration a pedantic variable of these policies would deny their dynamic qualities and hence would exert a stultifying and undesirable influence on their development.

The idea of adjusting immigration to manpower needs is nothing new and has been, in a sense, an operative factor in American and Canadian immigration for many years. Manpower and social policies in Canada are in the process of dynamically progressive change with many factors in the unknown fluctuating and experimental stage. We believe that other considerations must also be taken into account, considerations guided not primarily by short-term economic and pragmatic principles, but by more consistent economic and social potentials as well as the country's position in world affairs.

5. Immigration and Economics

No sensible immigration policy can, of course, ignore economic factors and considerations. The White Paper admits that Canada is an under-populated country by most standards of measurement and that many Canadians are attached to the theory that:

"to fill our empty spaces as rapidly as possible with any and all immigrants willing to cast their lot with us would serve not only the humanitarian purpose of helping to redress the world's population imbalance but also the national economic goal of providing an enlarged market for domestic production.

A bigger population means increased domestic markets for our industries. A

larger home market permits manufacturing firms to undertake longer, lower-cost production runs, and it broadens the range of industry we can undertake economically; for both these reasons, population increase in turn improves our competitive position in world markets. A bigger population also yields lower per capita costs of government, transportation and communications, and stimulates the development of more specialized services...immigration tends to increase the real income per person available to all Canadians. (p. 7)"

The White Paper then proceeds to explain why Canada cannot benefit from an immigration movement comparable to that which, "in the Nineteenth Century, helped to push forward the frontier and populate the great cities of the United States." Among these are the facts that "economic conditions have changed... we do not have a frontier open to new agricultural settlement... Canada has become a highly complex industrialized and urbanized society... increasingly demanding of the quality of its work force... increasing demand for workers with a relatively high level of education and training and of a static or decreasing requirement for the unskilled and semi-skilled." In other words, Canada is not any more a country of "virgin lands and forests waiting to be settled by anyone with a strong back and venturesome spirit." Hence, the White Paper asserts:

"the requirement for economic efficiency and progress is, on the contrary, that manpower and immigration policies should be closely related parts of a single endeavour. We need people who will, by their skill and adaptability, complement in the most productive way possible the training, employment and movement of workers who are already here. (p. 9)"

We do not disagree with the general implications of the above statement, but we do take issue with the practical applications of the proposed immigration policy designed to meet, as it were, the above generalities. It would appear to us that the proposed legislation on immigrant admissions tends to underestimate the values of immigration as expounded in the White Paper and reverts instead to an over-exaggerated cautiousness and a conservative approach which mirror, to a great extent, the rejected "past events" as well as past errors, instead of accentuating growth potentials.

6. Short and Long Runs

At a meeting held about nine years ago by the International Economic Association, Professor Mabel F. Timlin, University of Saskatchewan, speaking on immigration to Canada observed that a nation which follows a selective immigration policy finds its intake of immigrants for any period determined by the relation between its own principles of selection, the number it is prepared to take in specified categories, and the availability of candidates from preferred sources, whose health and character make them acceptable to the receiving country. Immigration into Canada, it had been said, depends on a combination of political, social and economic factors, but the economic factors are the crucial ones. It may, in the long run, be the aim of the Canadian Government to build up the population of Canada through immigration as well as through natural increase, but it has become axiomatic that long runs are made up of a series of short runs. The White Paper on Immigration, it would appear to us, represents another step, albeit an important one, in the series of short runs. One would wish the White Paper to have been of somewhat wider sweep especially with reference to admissible categories. Let us review our contention in the light of the history of Canada's immigration policy during the past two decades.

7. The Swinging Door

In May 1947, W. L. Mackenzie King, issued a statement which still, significantly, continues to dominate the Canadian immigration scene. The statement promulgated that: It was the aim of the government to build up the Canadian population by immigration as well as by natural increase; immigrants should be admitted only in accordance with the rate that they could be absorbed; the flow of immigration must not make any fundamental changes in the character of the Canadian population; it was not a fundamental right of any alien to enter Canada.

The immediate result of this policy was the widening of immigration to fill the expending needs of the Canadian post-war economy and partly to fulfil Canada's international obligations towards refugee settlement. Statistically, the ebb and flow of immigration since 1947, presented an increasing number of admissions which reached its peak in 1951, when 282,164 immigrants entered Canada. Then a decline set in. In 1961, only 71,689 immigrants were admitted, the lowest number since the end of the war. Admissions increased in 1962 and have been on the rise ever

since. Because of the ebb and flow of immigrant admissions and changing interpretation of immigration regulations this period is occasionally referred to as the "swinging door" era.

8. The "New Look"—1962

Need of revisions in the Canadian Immigration Act and Policy has been under consideration by the authorities since the late fifties. A relatively decisive step in giving substance to a "new look" came to light in February 1962, when the Hon. Ellen Fairclough, then Minister of Citizenship and Immigration, introduced new Immigration Regulations. The most sweeping changes made by the new regulations concerned the following: (a) the so designated "unsponsored" category of immigrants; and, (b) removal of racial or national admission preference.

The core of Canada's immigration policy is contained in the section of the regulations dealing with admissible classes of immigrants. Formerly, these regulations (sections 20 and 21), provided for the admission of unsponsored immigrants within two relatively narrow categories. The first category included British subjects by birth or naturalization of the United Kingdom, or the old Commonwealth countries; and citizens by birth or naturalization of France, Ireland and the United States. These were required to be in possession of sufficient means to maintain themselves until they secured employment. The second category included citizens of Western European countries and refugees from Europe, selected by the Department to come forward for placement in employment or self-establishing in agriculture, business or industry. It was not generally appreciated, the Minister stressed, that under these old regulations, qualified persons from countries other than those listed in the two categories mentioned, were barred from Canada regardless of their qualifications or status.

In the new regulations of February 1962, (as expressed in section 31), stress was being laid on the particular qualifications which an unsponsored immigrant must have in order to become established in Canadian society. In other words, an unsponsored applicant was now able to qualify entirely on his own individual merit, but a successful applicant must possess a skill or training that will enable him to fit the Canadian economic and social structure.

The following two factors prompted the adoption of this policy, Mrs. Fairclough stated. Although there was in the old regulations no

specific reference to restrictions on admission by reason of race, colour or creed, allegations from various sources—in Canada as well as outside—were frequently being made that discrimination did in fact exist because of citizenship or geographical requirements. In order to resolve any possible question on that score, and in recognition of the rapidly-changing world situation today, the regulations were amended to remove any possible implication of preference based on origin. The second factor which had a bearing on the decision to adopt a "global" policy of immigration, was the drying up of traditional sources of skilled workers. The tremendous upsurge in economic growth throughout Western Europe brought about an acute shortage of labour in that part of the world. Because of these changing European conditions, it was felt that to open Canada's doors to qualified persons from other parts of the world would be a sensible step.

9. *The White Paper—Admissible Class*

The White Paper on Immigration basically follows the previously set pattern.

Regarding the need for immigration as part of Canada's national policy, the White Paper is quite explicit in stating that "Canada is an underpopulated country by most standards of measurement" and that "there is little dissent from the proposition that Canada still needs immigrants." The question is "what number and kind of immigrants should be sought in the years ahead and from what sources." How does the White Paper attempt to solve the problem? Under the present Immigration Act and Regulations, there are essentially two admissible classes of immigrants:

(a) the unsponsored or selected immigrant who, by virtue of education, training, skill or other special qualification, has the personal attributes to establish himself and his family successfully in Canada without significant assistance from anyone else; and,

(b) The sponsored or unselected immigrant, eligible for admission to Canada because he has a close relative here who is ready and able to assist him in becoming established.

The White Paper suggest that the admissible classes be divided into three groups:

1. Unsponsored immigrants will continue as at present, to be admissible on their own personal merits from any country, together with accompanying spouse and unmarried sons or daughters under the age of 21. The admissible

unsponsored immigrant will be defined as a person, who by reason of his education or occupational qualifications, personal history and employment records, is likely to be able to establish himself permanently in Canada in a profession, trade, self-operated business or agricultural enterprise, and who is capable of supporting himself and his immediate family while he is so establishing himself, or who has sufficient means to establish himself as a retired person.

2. Any Canadian citizen of five year's residence, irrespective of his country of origin, will have the privilege of sponsoring:

(a) husband or wife;

(b) unmarried son or daughter under 21;

(c) fiancé or fiancée, with accompanying unmarried son or daughter under 21;

(d) parent or grandparent not entering the labour force;

(e) orphan grandson, granddaughter, brother, sister, nephew or niece under 16 years of age who has lost both parents, subject to provincial laws governing child welfare;

(f) son or daughter of any age with accompanying spouse and unmarried children under 21;

(g) brother or sister with accompanying spouse and unmarried children under 21;

(h) parent or grandparent (irrespective of entry to the labour force);

(i) unmarried nephew or niece under 21; provided the prospective immigrant over 12 years of age is literate in his or her own language and, if male, has or can attain by age 16 the equivalent of seven years' schooling in Canada, or is qualified in an occupation designated by the Deputy Minister of Manpower and Immigration to be in demand in Canada.

3. Any person legally admitted to Canada as a permanent resident, but who has not as yet secured Canadian citizenship (to this group belong all immigrants who have been in Canada for less than five years), will be entitled to sponsor as of right:

(a) husband or wife;

(b) unmarried son or daughter under 21;

(c) fiancé or fiancée, with accompanying unmarried son or daughter under 21;

(d) parent or grandparent not entering the labour force;

(e) orphan grandson, granddaughter, brother, sister, nephew or niece under 16 years of age who has lost both parents, subject to provincial laws governing child welfare.

10. *A Step Forward—A Step Backward*

Thus, while the admission of unsponsored immigrants remains more or less under the same terms and conditions as at present, the admission of sponsored immigrants assumes a new look which is simultaneously more liberal and restrictive.

The liberal look extends to Canadian citizens who will be able to sponsor:

"from all countries all of the classes of relatives who may now be sponsored only from Europe and the Americas and also nephews and nieces under the age of 21, the unmarried children of a fiancé or fiancée and orphaned grandchildren and orphaned brothers and sisters under the age of 16. (p. 41)"

The restrictive look applies to permanent residents of Canada who are, as yet, non-citizens. These, until such time as they become citizens, will be able to sponsor only "their true dependents". A case in point is the restriction applied to parents or grandparents who, if admitted, will not "be entering the labour force". The paradox, of course, lies in the fact that if these parents or grandparents declare their intention to accept employment, then, assumingly, they will not be admitted. According to a Canadian Press release of December 16, 1966, J. Roxburgh, M.P., commenting on the above aspect stated that people are put in a position "where an honest man is crucified"... and that "there are many rules and regulations that actually ask people to tell a lie."

11. *Restrictions of Dubious Worth*

The White Paper goes to considerable length in justifying the restrictions applied to non-citizens, and, does this quite convincingly. Yet one somehow gets the impression that "the lady does protest too much."

As a "short run" measure this policy may have some rationale, but as an expression of national policy its advisability is highly doubtful. Is it really necessary? Does it contribute to Canada's stature and to its image? This proposal requires considerable debate and re-evaluation. The measure, it would seem to us, is, socially, too restrictive and too pragmatic. Canada could entertain a wider immigration horizon. This applies to the definition as to what constitutes skill, as well

as to the restrictions imposed upon residents with regard to their sponsorship rights. Experience has shown that measures which discriminate between citizens and aliens, serve only to retard the process of the immigrant's adjustment. Moreover, freedom of vocational and social mobility given to an immigrant by the receiving country (and the quest for family reunion is part of social mobility), lessens the psychological stresses to which the average newcomer is inevitably exposed. The White Paper which contains a number of excellent passages regarding the value of immigration to Canada as a long range policy, negates these values by restrictions of a dubious worth.

It would appear that the restrictions on admission pertaining to relatives of Canadian residents who are as yet not citizens are a direct reflection of the proposals contained in the legalistic and in many ways regressive Sedgwick report. The authors of the White Paper on Immigration appear to recognize what the immediate reaction to such restrictions might be, and provision has therefore been made for a reprieve—the restrictions are to come into effect six years from the date on which the White Paper was tabled.

Would it not have been more advisable, if this clause were to be taken under advisement, and that a careful study be made within the next three to five years as to whether the misgivings that have prompted its introduction are really justified? Retention of the restrictive clause pertaining to sponsorship by legally landed immigrants who have not achieved their citizenship status, would be a negative step not only for reasons mentioned above. It may also prevent many would-be qualified immigrants from coming to Canada, knownign beforehand that a lengthy separation from their family may ensue.

12. *The Stress on Skill*

In the Montreal *Star* of October 17, 1966, there appeared a cartoon depicting the Hon. Jean Marchand and the White Paper. The inscription read: "Give Me Your Skilled, Your Rich, Your Coddled Few."

We have stated on other occasions, and we would like to reiterate that there is as much danger in being too consciously selective as there is in being unselective. While emphasis is being placed on occupational preference, care must be taken as to the interpretation of what constitutes "preferred categories." It would be a very grave error, I feel, if too narrow an interpretation, confining the acceptable aptitudes to those who possess me-

chanical trade proficiency, manual dexterity or professions only, were to be applied. Such criteria would not only be unjust but basically wrong. A narrow application of the concept of "skill" would not only rule out the unskilled, but might also rule out the best, simply because they do not have a skill listed as being in short supply in Canada. Employment vacancies may indicate the need for carpenters, bricklayers and shoemakers; they do not list, however, such "skills" as ingenuity, life experience, intelligence, initiative, adeptness, and other attributes of a subtle nature. When dealing with immigration, I feel that the concept of skill must include those psychological attributes and motivations, which may, in the long run, prove to be of far greater importance than a diploma or trade.

Canada, as a power with pronounced international consciousness, would be morally right, socially just and well able to "skill" the semi-skilled or even a good number of trainable unskilled immigrants. We know that Canada does not wish to increase the shortage of professional men and skilled labour in certain would be immigrant lands. Why then could not Canada admit less-skilled, perhaps, but trainable immigrants, and train them? Canada is blessed with the means to do it. This would be a good investment in the future of Canada.

13. *Refugees and Humanitarian Aspects*

We commend the White Paper on its preliminary statement regarding the admission of refugees, and hope that the legislation to be introduced will fully reflect the sincerity of the following declaration:

"Because of the peculiar problems of refugees, and to permit the ordinary standards and procedures applicable to immigrants and non-immigrants to be set aside or relaxed on their behalf, it is proposed to introduce separate legislation to help refugees. This would set forth the financial and other arrangements for receiving refugees and the responsibilities of the various departments and agencies of governments concerned.

"It is also intended that Canada should accede to the 1951 International Convention on the Status of Refugees and become a party to the 1957 Hague Agreement on Refugee Seamen, thereby accepting the international recognized standards for dealing with refugees. It may also be desirable to establish a Refugee Eligibility Commission, with authority to decide whether an individual

applying for asylum is entitled to refugee status. This Commission would work closely with the United Nations High Commissioner for Refugees. (p. 23)"

With reference to humanitarian aspects, the White Paper states:

"There will be a continuing humanitarian obligation to accept individuals or families who have fled their own country for one reason or another. However, neither the extent of the obligation nor our capacity to fulfil it can be predicted with any accuracy. The former depends essentially on conditions from time to time throughout the world or in particular countries. The latter is contingent on the Canadian economic, social and political structure remaining strong and healthy. Similarly, there is no way of determining in advance how many incapacitated members of families otherwise desirable as immigrants ought to be admitted from year to year. Such cases can only be determined on their own merits. The important thing is to retain the capacity to make exceptions in deserving circumstances without having the exceptions become the rule. (p. 16)"

It is to be hoped the benefit of the doubt is given to the applicant on the prospective immigrant. Special cases can be judged on the basis of competent, professionally prepared social histories, although, even there, a difference of opinion is likely to arise. How much more difficult it would be to judge a case whether admissible or not, contingent on "the Canadian economic, social and political structure remaining strong and healthy."

I also believe that the White Paper is too critical regarding the Department's past policies on refugees when it states that they "have tended to be unplanned in the sense that by and large, they have been reactions to emergencies such as the Hungarian Revolution, or to appeals for aid by the United Nations High Commissioner for Refugees." In our opinion Canada has done quite well and can be proud of its response. The human touch was felt in the spontaneity of the reactions to these and other emergencies. This is all to the good and should not preclude the suggestion that:

"if Canada is to accept its fair share of international responsibility for refugees, including the sick and handicapped, more formal arrangements than now exist are required, including the annual appropriation of funds on a continuing basis. (p. 17)"

We hope that the legislation will show sufficient understanding and flexibility by giving consideration to those who are refugees de jure as well as de facto. We also suggest that consideration be given to provisions which would enable individuals or responsible voluntary social agencies to offer sponsorship or co-sponsorship to deserving cases of refugees or other immigrants which would come under the category of "humanitarian immigration." This may apply to individual cases or sponsorship of groups, who may not necessarily come within the outlined provisions for admission. Such a provision would enable the Department "to retain the authority of making exceptions in certain circumstances, without having the exception become the rule.

14. *Prohibited Classes*

The White Paper indicates, without going into legal detail, the general guidelines as to the categories who should be prohibited from admission to Canada as immigrants. These include the following:

(a) Persons suffering from any disease, mental or physical, which constitutes a danger to public health or safety;

(b) A mentally or physically defective person unless he is a member of a family otherwise admissible and well able to look after him;

(c) Convicted or self-confessed criminals, associates of criminals, or fugitives from justice;

(d) Drug traffickers and drug addicts;

(e) Subversives, spies, and saboteurs;

(f) Prostitutes, procurers, pimps, professional gamblers, confidence men and habitual public charges;

(g) Persons attempting to circumvent immigrant procedures, seeking unlawful or unauthorized employment, or giving false or misleading information about themselves or their intentions;

(h) Seamen who have deserted their ships."

The White Paper in our opinion a positive approach to revisions needed with reference to prohibited classes. It states for example that:

"Scientific knowledge and medical skill have reduced substantially the element of risk once inherent in certain illnesses. The present grounds for prohibition do not altogether reflect this advance. Nor are they altogether in line with modern medical and sociological concepts, par-

ticularly in respect of mental illness and epilepsy. Persons actually insane or suffering from contagious or infectious diseases ought not to be admitted as immigrants or non-immigrants, unless they are coming to Canada by previous arrangement and under proper safeguards to take treatment. However, an illness that has been cured or brought under control, to the point where no danger to public health or safety exists, should not be a bar to either temporary or permanent admission. Nor should mental or physical defectives be excluded for that reason alone, but only if they represent a danger to society or are not assured of private care. (p. 25)"

The White Paper also states that provisions will be included for relief from certain medically prohibited conditions

"When approved medical treatment has been pre-arranged or when an individual is able to satisfy the Governor-in-Council that he has rehabilitated himself. (p. 26)"

Another interesting and positive approach is taken with reference to the so designate "security risks." The White Paper suggests:

"It is important that recognition be given to the fact that the holding or expression of unpopular opinions, or sympathy with such opinions, is not in itself indicative or subversive activity. (p. 25)"

15. *Selection and Control Measures*

Overseas examination will continue to be relied upon as the principal means of selecting admissible immigrants. Stricter control measures, however, will be introduced to regulate the large annual flow of non-immigrants who number over 30 million a year. The internal control system will aim to curb illegal immigration and to

"ensure the detection and removal of criminals and other prohibited persons constituting a threat to society most of whom gain entry as non-immigrants or surreptitiously. (p. 31)"

With reference to bona-fide visitors, the intention is

"to waive entry visas for all visitors from all friendly countries on a reciprocal basis once alternative arrangements for the control of non-immigrants are put into operation (p. 30)"

Federal agencies in frequent contact with the public, provincial and municipal agencies, will be asked to report to the Immigration Department the names of persons seeking assistance from them who are unable to identify themselves satisfactorily as citizens or permanent residents.

"To facilitate this reporting system and to avoid embarrassment to legal residents, a new form of immigrant identity card will be issued to all future immigrants and to all those previously landed who want one."

In general, the discussion contained in the White Paper on the selection and control methods is interesting and sound. We are not convinced, however, that the basic reasons given for the introduction of an immigration identity card and for the reporting system by Federal, Provincial and Municipal agencies is a justifiable one or whether the procedure is even operationally feasible. It may lead to considerable abuse, administrative expense, maltreatment of innocent persons, whom the measure actually seeks to protect. This aspect, as we have indicated above, is not clearly explained, and it is therefore difficult to express a definite opinion about the matter. We suggest however that it warrants discussion and re-evaluation.

16. Deportations

The White Paper proposes to rectify what it calls some "outmoded inconsistencies" of the existing grounds for deportation. For example, according to the present law an immigrant becomes liable to deportation through illness or indigency, "although the administrative practice in recent years has been to refrain from deporting people for causes beyond their control." Another outmoded aspect is the fact that a person, although unable to secure citizenship, gains automatic immunity from deportation after five years of residence in Canada. Also the present grounds for deportation make no distinction between the immigrant and non-immigrant.

It is proposed that the new Immigration Act incorporate the following provisions regarding deportation:

- (a) A non-immigrant ordinarily will be deportable at any time on any of the grounds making him a prohibited person and for failure to abide by the terms and conditions of his entry.
- (b) A landed immigrant will be deportable only on grounds of criminality, subversion, disloyalty, sabotage and voluntary

or willful indigency, provided his admission to the country involved no illegality; he will remain deportable on these reduced grounds until he becomes a Canadian citizen.

- (c) No immigrant will be deportable for a cause beyond his own control.
- (d) A legally landed immigrant who leaves Canada for a temporary purpose will have the right to return unless while outside Canada he commits an offence which if committed in Canada would make him deportable.
- (e) A person who has been deported and who returns to Canada without the Minister's consent will automatically be subject to deportation again without any further hearing. (p. 33)"

There is need for a more precise definition of such terms as criminality, subversion, disloyalty, willful indigency, etc. As grounds for deportation such terms are vague and lend themselves to varied interpretations. This should be rectified.

An individual subject to deportation and called before a Board of Inquiry will be entitled to be accompanied not only by a person "to act as counsel but such other advisers or witnesses as he may wish." The above is certainly a welcome statement assuring proper procedure and a fair hearing.

We especially commend the White Paper on the following statement:

"The definition of counsel will be made more precise. Some lawyers have argued that only a member of the legal profession can be considered counsel at an Inquiry within the meaning of the present Act. Any such narrow interpretation would be unfair to the subject of an Inquiry. He is entitled to a lawyer if he wants one, but he is equally entitled to rely on the advice of a relative or friend if he so desires. The Government could not be party to any system which forces a person to retain legal counsel, possibly at considerable expense. The administrative practice has been to advise individuals of their right to non-legal as well as legal counsel and to assist them in securing it if necessary. This practice should be made binding in law. (p. 34)"

17. Appeals and Ministerial Discretion

For some time now criticism has been leveled against the Department in relation to the function of the present Immigration Appeal Board and the discretionary authority available to the Minister with reference to admission of immigrants.

It is our opinion that the discretionary authority available to the Minister has, on the whole, served a very useful purpose by filling certain gaps in the law where unique circumstances and compassionate consideration called for special action. On the other hand there obviously was also considerable dissatisfaction concerning the Ministerial rights, and legislation on Immigration Appeals had, therefore, already been introduced in Parliament. The White Paper summarizes the reasons for it and the results expected by stating:

"The present Immigration Appeal Board has authority to allow or dismiss an appeal against an Order of Deportation on matters of law, but no authority to consider an appeal on its non-legal merits. It can make recommendations to the Minister as to the exercise of his discretionary authority, but these are in no way binding. The Board's findings are subject to review by the Minister and by senior departmental officials acting under delegated authority. The Board thus has no truly independent status. The public has become aware of this and of the fact that the Board's view may be reversed by the Minister or departmental officials. The Department in effect decides the outcome of appeals against the actions of its own officers. This is the unavoidable fact under the present Act; those charged with enforcing the Act have been no happier with the appeals system than the public.

Under the legislation now before Parliament a reconstituted Immigration Appeal Board will have authority to deal conclusively in all respects with an appeal against any Order of Deportation. The only exclusion proposed is in security cases. The Board's jurisdiction will otherwise be limited only by the right to appeal its decisions on questions of law to the Supreme Court of Canada with leave of that court. The Board also will be charged with hearing and making a final decision on appeals from Canadian citizens arising from sponsorship applications. The Minister will have no discretionary authority to act in place of the Board or to upset its decision. (p. 35)".

Thus, if the new appeals legislation will be enacted a "great deal of the unlimited discretionary authority now available to the Minister under Section 8 of the Act, to "issue a written permit authorizing any person to enter Canada or, being in Canada, to remain therein, (p. 36)", will be eliminated.

Although it would appear that curtailment of Ministerial authority seems to be unavoidable, we hope that sufficient power will remain with the Minister to exercise discretion in specific cases. The White Paper explains the case for it admirably in the following passage:

"There must be sufficient flexibility in the selection and control of immigrants and non-immigrants to permit the entry of prohibited persons when on balance this seems the sensible thing to do. A Minister's Permit is administratively the most efficient method of accomplishing this desirable end, since it avoids recourse to the formalities and delays of action by the Governor-in-Council or Parliament. On the other hand, it exposes the Minister to strong pressures to exercise his discretion to admit prohibited persons. It appears desirable, therefore, that the remaining part of the Minister's discretion to issue Permits should be more closely defined by law. It should apply where there are demonstrated compassionate or humanitarian considerations. This would mean, for example, that an unsponsored immigrant would not be eligible for a Minister's Permit if he were found on examination to be a prohibited person. On the other hand, if a man is himself admissible but his wife or a minor child is a prohibited person, relief on compassionate grounds should be available by Permit. (p. 36)".

18. Security Screening

We commend the White Paper on its forthright statement pertaining to security screening and the interim measures it proposes to introduce to alleviate, at least to some extent, this difficult problem. The matter is explained as follows:

"The most troublesome feature of selection and control procedures over the years has been the security screening of immigrants. The purpose is simple and necessary: to determine whether an individual is prohibited by law from admission to Canada by reason of a criminal or subversive background. It involves interviews, checking official records, and making inquiries about people seeking to

come here. The problem is that in many countries, notably those within the communist part of the world, it is not possible for Canadian authorities to carry out inquiries or to place any reliance on such information as may be obtainable. Consequently, immigration from these countries has been narrowly confined—to close relatives in the case of sponsored immigrants and to negligible numbers so far as unsponsored immigrants are concerned.

National security is a general problem and the immigration aspect of it cannot be treated in isolation. The forthcoming inquiry by Royal Commission into the whole field of security will no doubt include a study by the screening of immigrants for subversive activities. Major changes of policy or procedure are not proposed meantime. However, it has been decided to adopt administrative arrangements which will permit the processing of applications for the entry of sponsorable relatives, wherever they may live. It is most unsatisfactory that some Canadians should be denied the use of the sponsorship system because of geography, and the Government regards it as urgent to end this discrimination. It should be emphasized, however, that the new procedures will not apply where the rights of Canadians are not involved; that is, they will not apply to unsponsored immigration from countries where normal security screening cannot be carried out. (pp. 36-37)".

19. *Pre-Arrival Assistance and Counselling*

The role of the existing Assisted Passage Loan Scheme, introduced in 1951, according to the White Paper, is reviewed and the feasibility of changes with reference to costs and applicability is evaluated. It is proposed to revise this scheme:

"to reflect the universal and non-discriminatory selection policy outlined in this White Paper. Therefore, subject to Parliamentary approval of the necessary funds, it is proposed that loans be made available on a universal basis to qualified unsponsored immigrants, including their wives and minor dependent children, up to a maximum of \$1,500.00 for a family unit. (p. 38).

The counselling of immigrants and their families on job opportunities and the conditions they will encounter in Canada, as a vital part of the overseas selection process, is

stressed. The White Paper states that immigrants must be given factual

"advice about living and working conditions, about opportunities and pitfalls, about our laws, customs and system of government. The immigrant who finds Canada not to his liking, and who feels he has been misled, is the worst possible advertisement. If the task is to be performed properly, comprehensive literature in the language of the immigrant and trained counselling officers are needed. Neither has been available always in the past to the extent required, mainly because of lack of funds, but steps have been taken in the last year or two to begin to correct the deficiency. (p. 39).

Pre-arrival counselling is important, but at the same time, its value should not be overestimated. An immigrant must not only have factual information, but what is even more important, he must be ready and willing to become an immigrant psychologically and be prepared to go through a period of adjustment. While we agree with the need to intensify to the utmost the overseas pre-arrival counselling process either through personal interviews, if feasible, or through proper literature, we feel that the major task of counselling to ease the process of adjustment should be the responsibility of a professionally competent immigration settlement service and social service agencies in Canada, with whom the immigrant should maintain contact from the very first day of his arrival.

20. *Immigration and Manpower Divisions as Social Agencies*

The White Paper states:

"In Canada, newly arrived immigrants are encouraged to look to existing services and facilities for any necessary material assistance, in order to avoid the creation of special programs. This is more particularly so in respect of welfare and medical care, for which federal aid is limited to truly emergency measures designed to prevent any immigrant suffering actual privation. This policy generally has been successful and is in keeping with normal provincial responsibilities.

Unfortunately, some immigrants fail to settle down not for want of material aid but because they lack personal guidance and counsel in the first few weeks of their life in Canada. Often it is not that such counsel is unobtainable but that they do not seek it. In the new Department of

Manpower and Immigration, the Immigration Division will remain responsible for the initial reception and guidance of immigrants up to the time they reach their inland destination. Thereafter the Manpower Division will assume responsibility for the counselling and placement of workers and such family counselling as may be needed in addition. (p. 34)".

We firmly believe that the above statement needs clarification as to its meaning and impact. Does it mean, for example, that the Immigration and Manpower divisions intend to set up special social services departments within their structure? Who will be eligible for this service? Will they offer sustained services or will the proposed department function more as a referral service to existing community resources? Will the service be offered under competent professional supervision?

21. *Productive Services for Productive Adjustment*

We commend the White Paper on the following statement which aims to assure the availability of language and special training courses, information about employment opportunities and other resources in the community which could help in the adjustment process. The statement reads:

"People who come to Canada should receive the kinds of services they need to start productive employment as soon as possible. They may need language training, short courses in Canadian techniques and standards in their occupational field, labour market information and counselling, and even internal mobility assistance. These are manpower services. Immigrants must be made aware of them and be put in touch with the manpower organization which provide them. Conversely, the manpower organization will be in the best position to assess labour shortages in industry and to advise immigration authorities about these. Thus there will be a close working relationship between manpower and immigration officials in assisting immigrants both before and after they arrive in Canada. Sufficient financial and personnel resources will be made available to ensure that no immigrant will lack any help he may want in getting established or fail to realize that such is available. (p.40)."

May we make the following observation. Many of the services indicated in the above statement are likely to be of what is some-

times called short-term nature. They must therefore have a high degree of excellence and be given by professionally trained personnel. We also hope that these and other services will be available to all newcomers, sponsored and unsponsored alike.

22. *Co-ordinated Effort*

The White Paper states that, once an immigrant has found suitable housing and employment, he and his family still face the problem of social adjustment, where local agencies, provincial, municipal, and private welfare organizations are called upon to assume responsibilities and must play a decisive role. It is recognized that:

"there has not been the co-ordinated activity to resolve these problems which the present circumstances seem to demand. Nor possibly have sufficient resources been devoted to this purpose in the past. A major co-operative effort to deal with this aspect of immigration is needed. (p. 40)."

Attempts at co-ordination have been made in the past and these were successful to varying degrees. The major weakness of these co-ordinative efforts had been in the lack of a sustaining continuity on a national and especially on the local levels where the actual integration process takes place. Allowance must also be made for differentials in local welfare structure, availability of resources, whether financial, social or cultural, and similar important factors. In certain aspects, such as language training, there has also been difficulty because of Federal-Provincial jurisdiction areas.

Therefore, the statement that the new Department proposes to establish consultative machinery so that concerned individuals and organizations can play a fuller part in devising improved methods of assisting immigrants to feel at home in Canada, is indeed highly encouraging. The proposal should be spelled out in greater detail however, so that the consultative machinery is established on a sound basis and assured of continuity. Its function and limitations should be clarified, and means, financial and professional, placed at its disposal to maintain it as a functioning body.

23. *Advisory Council on Immigration*

Some ten years ago we made a number of proposals which we believe are still valid and pertinent today and may be of assistance in the positive implementation of the proposed Canadian immigration policy. We refer to the

suggested establishment of an Advisory Council on Immigration.

The Immigrant, when he waits in consular offices for a visa, when he first touches Canadian soil prior to embarking for his final destination, is first and foremost a human being full of hope and full of anxiety. He constantly seeks to peer into the future, to know what tomorrow holds in store both for himself and his dear ones. Our selective immigration policy seeks to choose among the total of prospective immigrants to Canada, those who are the most desirable, from the moral, the occupational point of view and particularly those immigrants who in all likelihood would experience the least difficulty with their adjustment in Canada.

These dual responsibilities to Canadian Immigration Policy and to the prospective immigrant place a heavy and delicate responsibility on the Department as a whole and on the interviewing officer, whether overseas or in Canada.

We therefore feel it would be highly beneficial for all concerned to obtain the participation of knowledgeable individuals selected from various governmental and non-governmental bodies interested in immigration and immigrant adjustment, so that they may form a consultative body which would meet periodically and assist the government in formulating its policies regarding immigration, integration and adjustment. This body would form, as it were, an Advisory Council. Such a Council, we feel, would be vital both to the Department as well as to the community as a whole in formulating desirable steps and standards of implementing the immigration policy.

24. *Consultative Council on Immigrant Welfare*

May we make a similar suggestion with reference to immigrant welfare work. I would like to quote a passage contained in my article "Welcoming the Newcomer", published in the June 1958 issue of "Canadian Welfare":

"There are two ways in which the Department's operations might be improved... the Immigration Branch, while it does not consider itself a welfare agency, is in fact providing welfare services. For this reason I believe that good standards of welfare procedure could best be developed if the Department were to appoint a trained welfare consultant on a national level with welfare consultant also on a district level. These persons should be qualified social workers whose

function would be to advise the Department about acceptable forms of assistance, to develop relationships with voluntary welfare agencies and to supervise existing welfare activities of the Department in the various districts. Such appointments would do much to create for both the immigrant and the officials criteria for the application of sound principles of human needs and relationships."

I believe consideration should also be given to the establishment of an Advisory Council on a national level by the Department of Manpower and Immigration on matters of welfare policy affecting immigrants. The members would not necessarily represent specific welfare organizations or groups, but would be selected for their individual competence. Such a national Advisory Council (perhaps duplicated on a district level) would, I believe, be of immense value to the department and to the task on hand.

In considering voluntary effort, a clear distinction should be made between established agencies under professional direction, providing stability and continuity of program, and service organizations consisting of volunteers whose functions are subject to the ebb and flow of resources, manpower and enthusiasm.

The development of improved operational methods, administrative procedure and improved liaison between government and voluntary effort could make the immigrant aid program in Canada an outstanding example of how to meet responsibilities toward new citizens. Lack of co-ordination results in waste, which is always costly, whoever pays the bill.

25. *The Need for Courage and Confidence*

To be showered with brickbats is nothing new to the Department of Immigration. Immigration has always been a very delicate and controversial issue. Some of the reactions to the White Paper confirm this. The Hon. Jean Marchand and his staff are to be complimented, however, on publishing the White Paper as a basis for discussion. This shows that the Department recognizes the need for a public debate and acknowledges that criticism is not necessarily to be viewed as political ammunition to embarrass the government. It is well known that one can have a "good law" which is negated by poor, restrictive, bureaucratic administration procedure, and one can have a "bad law" made good by an intelligent, enlightened forward-looking administration. The Department of Manpower and Immigration

deserves high praise for the way that it attempts to meet the problems with which it is faced.

The great majority of newcomers have proven themselves to be self-reliant people and have displayed an above-average capacity to adjust to new ways and to meet difficulties with courage and stamina. The aid given to the immigrant must be constructive, so that with some initial help the majority of the newcomers will be able to go on with courage, endurance, self-reliance and self-respect.

The question is often asked why all the fuss and special help for immigrants. Those who came here earlier did not get all these special services and attention, and yet they made out well. My answer to this is that the past can

only be a guide and not a measure of adequacy. Have we ever attempted to measure the waste in material and human resources incurred by not providing sufficient help to earlier immigrants? Past ways of dealing with immigrants are no longer adequate nor economically sound and no more suitable than the return to the horse and buggy.

Immigration is an adventure of the human quest for freedom and betterment. No one denies that Canada or any other immigrant-receiving country has a right to maintain a policy of enlightened self-interest. However, a just and enlightened immigration policy requires courage and confidence on the part of the immigrant, as well as on the part of the country that receives him.

**OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE**

This edition contains the English deliberations and/or a translation into English of the French.

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Translated by the General Bureau for Translation, Secretary of State.

LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
1966-67

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON
IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 15

MONDAY, MARCH 20, 1967

WITNESSES:

From the Inter-Ethnic Council of Toronto: Messrs. Paul Staniszewski and
Carl Vipavec

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

Baird	Fournier (<i>Madawaska-</i>	Macnaughton
Cameron	<i>Restigouche</i>)	Nichol
Croll	Hastings	Pearson
Desruisseaux	Hnatyshyn	Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken	Mr. Enns	Mr. Régimbal
Mr. Badanai	Mr. Haidasz	Mr. Roxburgh
Mr. Baldwin	Mr. Laprise	Mr. Skoreyko
Mr. Bell (<i>Carleton</i>)	Mr. Macaluso	Mr. Ryan
Mr. Blouin	Mr. Munro	Mr. Watson
Mr. Brewin	Mr. Nasserden	(<i>Châteauguay-</i>
Mr. Crossman	Mr. Orlikow	<i>Huntingdon-</i>
Mr. Deachman	Mr. Pelletier	<i>Laprairie</i>)—24.
Mr. Dinsdale	Mr. Prud'homme	

(Quorum 12)

Maxime Guitard,
Clerk of Committee.

MINUTES OF PROCEEDINGS

Monday, March 20, 1967.

(32)

The Special Joint Committee of the Senate and of the House of Commons on Immigration met at 3:50 o'clock this afternoon. The Chairman of the Senate's section, Honourable Senator Langlois, presided.

Members present:

Representing the Senate: The Honourable Senators Bair, Cameron, Desruisseaux, Fournier (*Madawaska-Restigouche*), Hnatyshyn, Langlois, Pearson.

Representing the House of Commons: Messrs. Aiken, Bell (*Carleton*), Klein, Orlikow, Roxburgh.

In attendance: From *The Inter-Ethnic Council of Toronto*: Messrs. Paul Staniszewski and Carl Vipavec.

The Chairman invited Mr. Staniszewski to summarize his brief. He was assisted by Mr. Vipavec.

The examination of the witnesses being completed, the Chairman thanked Messrs. Staniszewski and Vipavec who retired.

The Croatian Society of Canada, after having failed twice to appear before the Committee, when they have been invited to do so; the committee expressed the regret to be unable to grant that group another opportunity to make oral representations.

The Committee agreed unanimously to have the brief presented by the Czechoslovak National Association of Canada printed as an appendix to this day's Minutes of Proceedings and Evidence. (*See appendix A-(2)*).

At 5:10 o'clock p.m. the Committee adjourned until 10:00 o'clock a.m. on Tuesday, March 21, 1967.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Monday, March 20, 1967.

The Joint Chairman Senator Langlois: Order, please. We expected this afternoon to have a delegation from the Croatian Society of Canada but they have not arrived yet. The Inter Ethnic Council of Toronto was not expected today but, as they are here, perhaps we could start with them.

Gentlemen, we have Mr. Paul Staniszewski and Mr. Carl Vipavec. Mr. Staniszewski will be the spokesman for the group.

Mr. Paul Staniszewski (Vice President Inter Ethnic Council of Toronto): I am a Canadian of Polish extraction and my learned colleague is a Canadian of Slovenian extraction. Perhaps at the beginning I might be permitted to address myself to the Chair.

(Translation)

I would like to thank the chairman of the Committee for his invitation, as well as Mr. Guitard. A month ago we had the opportunity of putting our views forward, in Toronto, but—

(English)

An hon. Member: We have no translation.

Mr. Staniszewski: I am sorry. I will just say in English what I have said in French.

I wish to express my thanks for the co-operation of both the chairmen and the Clerk of the Special Joint Committee on Immigration of both the House and the Senate.

We were supposed to have appeared some three or four weeks ago in Toronto. Unfortunately, due to lack of time and preparation we were unable to meet the deadline and apologies were sent to both the chairman and to the Clerk of the Committee. I hope that we did not in any way embarrass or delay the proceedings.

On behalf of the Inter Ethnic Council of Toronto, which Council is vitally interested and concerned with the problems of Immigration, we would humbly wish to make some

submissions for your consideration on the following:

(a) The Sedgwick Report on Immigration—Part I and Part II

(b) The White Paper on Immigration tabled on October 14th, 1966, by the Honourable Jean Marchand, Minister of Manpower and Immigration.

(c) Bill C-220 as passed by the House of Commons on March 1st, 1967.

Senator Pearson: And it now is passed by the Senate.

Mr. Staniszewski: I was not aware of that, Senator. We in Toronto are not as agile perhaps in getting communications from Ottawa as we should be.

Referring to the first of the Sedgwick report, I would like to comment on certain statements and conclusions contained in Part I of the said recommendation, of which I have a copy. I am sure the honourable members of both the Senate and House are well acquainted with this and they probably have heard many representations on that matter.

In Part I of his report, Mr. Joseph Sedgwick, in our opinion, over-emphasizes, in his study, the problem of Greek ship deserters and does not consider sufficiently the general problem of immigrants or proposed immigrants who present themselves for hearings before Special Inquiry Officers. It is to be noted that he deals at great length with the case histories of 21 Greek ship deserters and also the Hooper case. With special reference to the Hooper case, I believe he spends close to 25 per cent, if not more of his study in that regard, which was in our opinion a rather unique situation where you had a professional, I might use the word "criminal" from the United States, trying to dodge the process of the immigration act at that time.

We felt that this was very confined, primarily to the Greek problem of ship jumpers, and to the ship deserter problem, and we felt that certainly not enough space and time was given by Mr. Sedgwick to the general aspect of the many varied peoples who actual-

ly present themselves before the Special Inquiry officers annually.

In fact, we attempted to ascertain from the Department of Immigration this morning the numbers of deportation orders. My colleague, Mr. Vipavec received from Mr. Don Bradley of the deportation section, Department of Immigration, the following figures. In 1964 there was a total number of 1,526 deportations, of which 502 were at the border and 1,024 were inland. The actual deportations effected at the border were 497 and, inland, 712, making a total number of deportations under that procedure and the act in 1964 of 1,219. In 1965 the figures are very similar. The total figure effected was 1,363, and there are no figures available for this year, 1966.

But in analyzing the report of Mr. Joseph Sedgwick, we note that it showed an alarming manner in which the magistrates dealt with the various Greek sailors who pleaded guilty to charges laid by the immigration department under section 50 (b) of the Immigration Act, which, in effect, deals with entrance into Canada by stealth. In the Dionisios Kalvanvrezos case, on a plea of guilty the Magistrate imposed a penalty of four months—and I am referring to page 4 now of the first part of the Sedgwick Report. Further, on page 4 of Part I of the Sedgwick Report we note that penalties of one month jail sentences were imposed upon Georgeos Vlasidis and Anastasios Vallianatos. We felt that this was harsh treatment on the part of sailors who had jumped ship as the penalty section of Section 50 of the Immigration Act of 1952 states that a person who allegedly commits this offence:

...is liable on summary conviction, for the first offence to a fine not exceeding five hundred dollars and not less than fifty dollars or to imprisonment for a term not exceeding six months and not less than one month, or to both fine and imprisonment...

Perhaps I can summarize the feeling in this regard and say that in some instances the department is anxious to have someone leave the country voluntarily—I am referring now to the ship jumpers. I personally saw a case a month ago where the solicitor acting for the Crown was anxious to get a light sentence but because, in my opinion, he was not persistent enough and because he was in front of a magistrate who hands out very harsh sentences, a three months sentence plus a \$300 fine was levied, and if the fine was not paid within 30 days, a further three months was to

be served. The irony of this was that the Crown counsel advised me—this happened to be a Greek sailor and he was anxious to leave—that they just wanted really a minimum fine and wanted to put this man on the boat and send him back home. In fact, the Crown counsel told me he had to appeal the sentence subsequent to this hearing, which was just one month ago.

Joseph Sedgwick did deal with the problem of a fair trial at a deportation hearing—albeit in our opinion, perhaps very slightly. I noticed that in our draft we have “flightly”, it should read “slightly”. This was in front of a Special Inquiry Officer.

Please note the comments of Joseph Sedgwick on page 37 of his report, where he is speaking about the case referred to by himself as the Sourvanos Case and he says in dealing with this case that:

“It was the use of unfortunate language to express the view that even in the absence of counsel there would be a fair hearing, cannot alter the fact that the words used are capable of conveying the idea that decision was a foregone conclusion. Special Inquiry Officers must be extremely careful to avoid any such suggestion.”

We note the inequity of Section 27(4) of the Immigration Act which states and provides:

“That where an inquiry relates to a person seeking to come into Canada, the burden of proving that he is not prohibited from coming into Canada rests upon him”—“rests upon him.”

Thus, we felt that in such inquiries or hearings the burden of proof is shifted to the defendant who, in fact, under the Immigration Act is the accused and not the accuser, and this we felt is alien to the common law burden of proof and the common law protection of the rights of the accused. We further suggest that this is not the manner in which such inquiries are dealt with by the United States Immigration authorities under their regulations.

It is our humble submission that Section 27(4) of the present Immigration Act of 1952 should be amended so that the burden of proof be placed upon the Immigration Department, the Minister of Immigration or the

Crown, as it were. As you honourable gentlemen are well aware, Section 27(1) says:

An inquiry by a Special Inquiry Officer shall be separate and apart from the public but in the presence of the person concerned wherever practicable.

And, in fact, that is an in camera hearing. Therefore we feel and our submission is to the effect that this should be amended and that these hearings, which are quasi-judicial, should be in an open court; and unless the accused or whatever terminology you wish to use to describe him, categorically refuses the assistance of legal counsel, one should be provided to him, as it is under the Law Society of Upper Canada. Their legal aid plan is now operating and I understand a new one is being implemented next month.

Further, we felt that the burden of proof should rest with the Crown—that is, the Immigration Department generally—and the Special Inquiry Officer should or could be a lawyer or advocate, acting in a neutral judicial capacity as a judge of facts and law, and all our principles of the common law and the criminal law apply to these hearings which deal with the liberty of an individual to the extent that if he fails, he loses the possibility and privilege of starting a new life in Canada where freedom of speech, religion, association and the rule of law are basic rights.

In dealing, with very limited comments, with the White Paper itself, we felt that the educational standard as proposed therein is not a proper standard and should not be used as a criterion or a prerequisite for immigration to Canada. Also the training standard—the so-called skilled worker standard—is not a proper gauge, in our submission, for entry of immigrants to Canada. It has been proposed to this honourable committee that a skilled worker is one as defined by the International Labour Organization. We feel this is only a nebulous definition that could be used improperly to discriminate and refuse immigrants. We felt, and we so submit, that the success in Canada for generations of the immigration of hard working, willing types of immigrants who have contributed to the success and development of Canada proves that we should still encourage such people to come to Canada and aid in its continuing growth and development.

The United States with 2 hundred million population can have a discrimination policy based on skills and education, whereas we, with 20 millions, in our opinion cannot afford

to have one if we are to grow and expand; and to tap our great natural resources.

Section 47 of the White Paper, which hon. gentlemen of this committee are well cognizant of now, basically deals with the admissibility of sponsored and unsponsored immigrants, and specifically subsection (c) of the White Paper restricts classes of citizens that may be sponsored by Canadian citizens. We have found in some of our experiences that we have married or unmarried nephews and nieces over the age of 21 who can qualify as to skill requirements of the said White Paper but are restricted by this section due to their age. A specific example is where you have an unmarried niece over the age of 21 who may qualify as a skilled seamstress but cannot qualify because she is over the age of 21.

We found further that there are many settled Canadians who have cousins who are willing and able to come to Canada and have substantial numbers of relatives here but are deprived of this opportunity because of this restrictive section. We feel that this should be enlarged to encompass such cases.

Now turning our attention and our submission to Bill No. C-220, which the kind Senator has advise me is not law because the legislation has been passed by the Senate, we would like to draw to the attention of the committee, first of all, to Section 17 of this bill. Before we proceed on this point I would like to make it clear that on behalf of the Inter Ethnic Council we do remain greatly indebted to the Hon. Jean Marchand for preparing the White Paper on immigration and for introducing Bill No. C-220 into the House. It is always, of course, much easier to criticize than it is to produce constructively, but we acknowledge that this White Paper and Bill No. C-220 have been long overdue and eagerly awaited.

It must, however, be made clear that the advantages created by such work should not be endangered by wording as set out in Section 17 of Bill C-220.

We are dealing here with appeals by sponsors, and although the section clearly envisages that there are occasions when sponsors may have the applications of relatives for admission to Canada approved on the basis of either "humanitarian or compassionate grounds" appeals from the refusal to consider these humanitarian or compassionate grounds shall only lie, and if I may I shall quote

"this section may be taken only by such persons and in respect of such classes of relatives referred to in the regulations as may be defined by order of the Governor in Council".

It is our submission that this wording could lead to abuse. These words do not give us assurance that the humanitarian and compassionate grounds will prevail in all worthy cases. To the contrary, these words clearly take away the assurance that humanitarian and compassionate grounds will prevail in all cases.

It is our suggestion that the last three lines of the said Section 17 be deleted to assure that no discrimination will be allowed to take place intentionally or unintentionally or otherwise.

If I may refer to Section 23 (1) of Bill No. C-220, I will quote from subsection (1) dealing with an appeal to the Supreme Court of Canada as follows:

"An Appeal lies to the Supreme Court of Canada on any question of law, including a question of jurisdiction, from a decision of the Board on an appeal under this Act if leave to appeal is granted by that Court within fifteen days after the decision appealed from is pronounced or within such extended time as a judge of that Court may, for special reasons, allow."

We submit that this does not follow the recommendation of Mr. Joseph Sedgwick in Part II of his report who, on page 5, as I referred to, recommended the provision for an appeal from the new Immigration Appeal Board, to the Exchequer Court of Canada on questions of law, with a further appeal to the Supreme Court of Canada with leave of that Court. The reason I wish to labour that point is that if this had been followed the appellants, as it were, would have recourse certainly to at least 11 more courts than in the present situation, where the appeal lies directly to the Supreme Court of Canada. We felt that these Exchequer Courts are numerous and, like the provincial Supreme Courts are available in each and every province, and thus their availability to the appellants is multifold. Whereas the present Section 23(1) restricts the appeal to the Supreme Court of Canada at Ottawa alone. And where the provinces have a legal aid plan in operation, such appellants have a great advantage over the appellants in the provinces where no legal aid plan is available and this compounds a further discrimination between provinces with legal aid and those without such plans. I might just add that we also felt that the 15 day limit is perhaps too little time for appeals, especially if they are to the Supreme Court of Canada because in our limited experience in a busy practice or even in a not so

busy practice, with the question compounded by difficulty of communications sometimes between these applicants or immigrants and their counsel, 15 days is a very short period of time. Then, geographically, if somebody is located in British Columbia or in the Maritimes it compounds the problem further.

These were the main representations we felt we should make at this time to the committee.

Senator Hnatyshyn: On that last point, about appeals, I think you are not correct; there is only one Exchequer Court in Canada. What you might have in mind is that, on occasion, in certain cases it sits in different parts of the country. There is only one Exchequer Court and one Supreme Court in Canada. There are no provincial Exchequer Courts.

Mr. Staniszewski: No. Perhaps the analogy was not legally correct but the point is that the Exchequer Court is available in all the provinces and it sits in all the provinces.

Senator Hnatyshyn: It sits on certain occasions, yes.

Mr. Staniszewski: Well, certainly more frequently than the Supreme Court of Canada.

Senator Hnatyshyn: The Supreme Court does not.

Mr. Staniszewski: That is the point I wanted to make; the Supreme Court of Canada never sits in any other site but in Ottawa.

Mr. Aiken: Mr. Chairman, there is one point on which I would like clarification. Reference was made to the inequity of Section 27(4) of the Immigration Act relating to the burden of proof on a person who wants to come into Canada. Now, I do not think anybody will deny the presumption that a person is innocent until proven guilty. I do not think that this analogy in the Immigration Act is identical. It seems to me that a person petitioning or applying for admission to Canada, who has been refused admission, should normally have the burden on himself to prove that he has the right to enter Canada. I wonder if you disagree with that or if you can relate it to the criminal law. I think it is somewhat different, and I think that if the Immigration Department says a person is not eligible for admission, it is a much different thing than saying a person is guilty of a criminal offence.

Mr. Staniszewski: Well I will answer it and perhaps my friend will assist me in that regard. We felt that Section 27(4) reverses the common law of the burden of proof, which normally rests on the Crown. This burden in the criminal law, and certainly in statutory law to my knowledge, in any event, is very rare indeed. I analogize it to the situation in the United States where a person, whether he is an unwanted immigrant, a criminal or otherwise, has the same rights and privileges as an American citizen in as much as his inquiry as to his deportation and so on is, to my knowledge, on an akin basis to that of an American citizen.

Mr. Aiken: In relation to that, and possibly not based on the common law, it seems that in this case the Immigration Department would be called upon to prove a negative and the proposed immigrant to prove a positive, and it would seem to me that the person should really prove the positive case first, without the negative. It just does not seem to be an analogous situation to me that a person is presumed to have the right of admission to Canada until proven otherwise. I do not think that is the purport of the whole act. This is just my comment. If there is nothing further on it, it seems to me that way.

Mr. Bell (Carleton): Pursuing that, I wonder if you do have the section of the United States Immigration act upon which you base this statement.

Mr. Staniszewski: Well, it is the only thing I do not have, unfortunately, but I can relate to the situation, if you recall, of two young lads from the Province of Quebec who demonstrated in front of the United Nations some months ago, and I believe it was not until two and a half or three months subsequent that they were initially brought back to their provincial jurisdiction in Canada.

Mr. Bell (Carleton): I do not think that was a matter of deportation; it was extradition rather than deportation. My understanding of the situation in the United States is that the burden of proof is identical with what it is in Canada; that it is a privilege to enter into the United States, and the person who seeks it must establish that they conform to American law. If you have the section of the American Act upon which you base this statement or could get it, I think the Committee would appreciate it.

Mr. Staniszewski: Well, I am afraid I have not got it. The only thing I might add is that the basis of it is that this section here, in

essence, says that it is a privilege to be allowed into Canada, as it is indeed—and there is no doubt about that. The only thing that perhaps we, in our submission, are suggesting, is that the procedural law in regard to settling this problem should be extended on a kin basis to that of a citizen of this country, where the burden of proof is on the accuser and not that of the accused.

Mr. Bell (Carleton): I heard you also mention that the hearings should be in open court. I understand that certain reasons have actuated parliament in the past not to have these hearings in open court. There are a variety of reasons. There is usually the question of the interest of the individual; they do not want their affairs, their record and their health, disclosed publicly.

I think, when there is an appeal, that it is within the right of the individual then to determine; if he appeals from a decision of the special inquiry officer, then he takes the chances of having his full personal affairs disclosed. But, do you think it is sound, at the initial stages, that a man who presents himself at the border, should have his possible criminal record, his possible health situation, the possibility that he has been a member of a subversive organization, blazoned across the press?

Mr. Staniszewski: Well, the only answer to that is that if the individual does not wish to have it in the open, then it would be up to him to ask for an "in camera" hearing, if he has such a bad criminal record, if he has such bad health, if he has any other black spot that he does not want to have enlarged in the eyes of the community or the newspapers.

Mr. Bell (Carleton): Well then you are modifying your brief to say that it would be in open court.

Mr. Staniszewski: Yes.

Mr. Bell (Carleton): At the request of the applicant?

Mr. Staniszewski: Yes, wherever practicable, yes.

Mr. Bell (Carleton): What do you mean by "wherever practicable". This Committee has to make recommendations.

Mr. Staniszewski: Well, wherever you have an applicant suggesting, because of his criminal record, because of his past illnesses, because perhaps he is involved in a bigamy charge, or whatever else he may have, that

this be held in camera subject to the ruling of the deciding officers, then this should be disposed of before the hearing commences.

Mr. Bell (Carleton): Well, may I draw to your attention also, that in your third paragraph on page 4, you say:

Many Canadians we found have married or unmarried nephews and nieces over 21 years of age who can qualify as to the skill requirements of the said White Paper but are restricted by this section.

I am interested in your phrase "we found", because that would indicate that you have made some rather substantial explorations. But I then go on to say: Why is it, if they qualify as to the skill requirements in the White Paper, that you are at all concerned about the sponsorship? Surely if they qualify as to skill, they can come in any event. They come as unsponsored immigrants on their own; they do not need any sponsorship.

Mr. Vipavec: If I may, that would depend on what country they are coming from. That does not necessarily hold for every country.

Mr. Bell (Carleton): But, if they have the skills, from what country may they not come now?

Mr. Vipavec: Yugoslavia. To give you an example, suppose I have a wife and a brother in Yugoslavia, and they are skilled. I can bring the wife over under the regulations and the Immigration Act; the brother I cannot. There are no facilities in Yugoslavia for a consideration of that kind.

Mr. Bell (Carleton): So this applies only to those behind the iron curtain countries, where facilities do not exist.

Mr. Vipavec: Well, I know of Yugoslavia as a specific example.

Senator Hnatyshyn: Poland or the USSR.

Mr. Bell (Carleton): Well, the problem here is the lack of facilities, because they could come; they are eligible for entering into Canada if they have the skills. It is because of a lack of facility, not as you imply here, that they are restricted by this section.

Mr. Staniszewski: Well, Mr. Bell, if I may just add, we are begging the question when we come to a position where you do not have an immigration office in any of those countries, because whether they have skills or

whether they have relatives, the possibility, in any case, of them coming is almost nil.

Mr. Bell (Carleton): I quite agree with that, of course. But, what I am drawing to your attention is what you say:

Many Canadians we found and then:
are restricted by this Section.

I suggest to you that the restriction is not by this Section by a lack of facilities, which is quite a different thing.

Senator Hnatyshyn: At the present time, applications can be made at the immigration office for a sponsored older relative from Poland or the USSR, and if this person is in a class that is admissible you might get approval to have him come in as a landed immigrant. But this is not so for all relatives from the USSR because, as administrators, we have not the facilities in those countries to look into the matter of check ups, security and everything else.

Senator Pearson: A supplementary, Mr. Chairman. In regard to that qualification of 21 years of age, we have heard others state in their briefs that they objected to this age of 21 years. If that were taken out, what year would you think would be a proper age, or would you just leave it open completely?

Mr. Vipavec: I think that on a humanitarian basis, when it is a question of a daughter or a son, certainly age should not be the consideration. I think that the family relationship should be the consideration, rather than the age. I myself do not think that the age of 21 should be a guiding factor.

Mr. Staniszewski: Was I correct in understanding, honourable Senator, that you were directing this only to the question of nephews and nieces?

Senator Pearson: I agree with you—

Senator Hnatyshyn: As I said, we have no security chaps, and even if somebody does not pass the background checks and decides to stay, we do not accept him because he is from behind iron curtain countries.

Mr. Staniszewski: I would agree to this, although I do not know about the percentage. I mean I am no security expert. I am a young man, so I could be wrong, but I have yet to run across a person from behind the iron curtain—that is a pretty broad area; I am including countries like Finland, the Baltic States, Poland, the Ukraine, Hungary, right down to Bulgaria, Yugoslavia and Al-

bania—who has come here, as it were by stealth or otherwise, for the purpose of undermining our freedom and being an active agent, as it were, of a communist regime from behind the iron curtain. I restrict that answer to my limited experience. As I say, I am not an authority on security.

Mr. Vipavec: Mr. Bell, I know something of the Yugoslavian situation. I want to be entirely subjective, but it seems unusual that the department says they have no facilities. They can process a right; yet they cannot process my brother, in the example I quoted you. On the other hand, if I arranged for my brother to escape to Austria, they can then process the application.

An hon. Member: After two years.

Mr. Vipavec: Well, I have had applications on a varied basis, perhaps.

Mr. Bell (Carleton): I am not objecting to what you say in relation to that; I am merely pointing out that I do not think you are dealing with that situation in the particular clause here. I think your clause is, in fact, erroneously, if I may say so, worded. I am sympathetic to the point of view that you are expressing generally, but it is not Section 47(c) which does the restricting, and that is the assertion that you make in your brief.

Mr. Aiken: Administrative procedures rather than the law.

Mr. Bell (Carleton): It has nothing whatever to do with Section 47(c), with great respect.

Senator Desruisseaux: Some of my questions have been answered. Mr. Staniszewski, I did not know much about the Inter Ethnic Council before. Would you tell the Committee what it represents and what really its role and activities are?

Mr. Staniszewski: I might point out that the Inter Ethnic Council is a very loose association of Canadians of diverse ethnic backgrounds. We have a non profit provincial charter and, unfortunately, due to the haste in which we arrived here, I did not bring a copy of the charter. I can summate to this extent, that in 1948 or 1949 the following associations: the Toronto branch of the Canadian Jewish Congress, the Toronto branch of the Ukrainian Canadian Committee, the Toronto branch of the Canadian Polish Congress, the Chinese Community Centre, and other formed this council not only for the purpose of having inter-relations between

these specific groups, but also to help these groups integrate into Canadian life, as it were.

Senator Desruisseaux: These have been your activities?

Mr. Staniszewski: Yes, that is correct.

Senator Desruisseaux: What have you done so far?

Mr. Staniszewski: As you are well aware, there is a board of directors and the last meeting was held last November, I believe. I would not say it is an association that has large gatherings of large groups. Actually, it is sort of a central committee of central committees, if I could use that terminology which is not legal, but it more or less gives you the idea. It is sort of like a co-ordinating committee for the communities of metropolitan Toronto.

Senator Desruisseaux: I was just curious. For instance, how would your council go about preparing this brief?

Mr. Staniszewski: Well, we ran into the immigration problem when we had the last meeting, and the chairman unfortunately, had not the legal training that some of our other colleagues in the Inter Ethnic Council had, and representations were made for me and my colleague—to make this on their behalf.

Senator Desruisseaux: I am just curious because, being an attorney at law and having practised some time, I appreciate that the adjudged position is a position of fairness and usually of great value. I note that on page 3 of your brief, for instance, you say:

Further, that the Burden of Proof should rest with the Crown—that is the Immigration Department generally—and a special inquiry officer should be a lawyer or advocate, acting in a neutral judicial capacity as a judge of facts and law;

I was a bit surprised at your taking this position rather than calling in for a judge to preside over these decisions.

Mr. Staniszewski: Well, Mr. Senator, the problem of a judge sitting in, would really compound the heavy tiresome duties of a judge, whether he be a County Court or a Supreme Court judge, because they are limited, to begin with. Advocates or lawyers are more readily available, and they are even sitting now on some of these immigration inquiries, when there is a representation by another Council for an immigrant or an ac-

cused, or whatever you call them under that section. In those cases, the department does nominate a lawyer under the sections of the Act, and he does sit in as an advocate or lawyer as a special inquiry officer.

Senator Cameron: Mr. Chairman, I was just wondering how official this Inter Ethnic Council of Toronto is. Does it represent, officially, all of the ethnic groups in Toronto, and how many people would you say you do represent?

Mr. Staniszewski: I would be the last one to try to give you figures, and I would be the last one to say that the Inter Ethnic Council of Toronto represents all the diverse ethnic races and ethnic Canadians in metropolitan Toronto. We have been in existence for ten years and, as I said, we are like a co-ordinating committee. Our council was originally founded in 1948 or 1949.

Senator Cameron: Is it correct to say that it is really an informal, unofficial quantity.

Mr. Staniszewski: I would not say it is informal. It has a charter, a board of directors, a president, a vice-chairman, a secretary, and has annual meetings like any other corporate body.

Senator Cameron: Can we assume then that it speaks for X thousands of ethnic people?

Mr. Staniszewski: You are asking me, in effect, what the X thousands are?

Senator Cameron: Not so much as I am trying to get a picture of you, as a group. I think it is a good idea, but I am just trying to establish your authority.

Mr. Staniszewski: We may represent about 40 per cent of the organized groups in Toronto, and I am excluding churches, of course, and similar organizations.

Mr. Vipavec: Mr. Chairman, if I may speak as one of the members, I have a law practice and am actively employed on immigration problems, I am also active in the community. I have been approached on many of these matters. When the White Paper originally came out, they thought it was a great thing. Thinking back to people such as my parents their friends and associates—and I want to be humble about this—I believe that there are a few thousand people I could speak for from the Metro area alone. I think that Mr. Staniszewski—not to be pinned down to a figure—would certainly speak for even more people. I think this is the feeling that we

have and this is the spirit in which we presented our brief.

Mr. Aiken: The Senator is concerned about the number of people you represent because we had, as a witness last week, a contractor who represented only himself and a very small firm. I think the Senator was trying to find out whether you do have a representative capacity as well as personal one.

Senator Hnatyshyn: May I ask a supplementary on that same point. I understand that you have representatives from other organizations in your group. In other words, if a problem arises, there is no need for a mass organization meeting because representatives of the different organizations form part of your association.

Mr. Vipavec: Yes, that is correct.

Senator Fournier (Madawaska-Restigouche): Mr. Chairman, it was mentioned a while ago that 1,219 have been deported. How many would be ship jumpers, or is that kept separate?

Mr. Vipavec: They were not able to break down the figures on ship jumpers for me. I will break down the figures for you as they were given to me by a person in the Immigration Department.

In 1964 there were 1,526 deportations ordered. It was explained to me that 502 of them were border deportations; in other words, someone who presented himself at the border and was immediately ordered deported.

Senator Fournier (Madawaska-Restigouche): But were they ship jumpers?

Mr. Vipavec: They did not discuss the ship jumpers with me nor did they break down the figures on ship jumpers as opposed to border deportations. They merely call them at-border deportations or inland deportations. Of the 502 that presented themselves in 1964, 497 were ordered deported, and of the 1,024 inland cases 722 inland deportations were ordered. You must remember that these figures have to be treated carefully. Most of the border ones were instantaneous. When they presented themselves to the officer they could not qualify and generally they were ordered deported and that was the end of the matter. However, the inland deportations could have been ordered prior but were only actually effective in 1964. There are similar figures for 1965. The reason I asked for these figures and subsequently called the Immigration Appeal

Board was that I was concerned whether or not Section 3 of Bill C-220 was going to appoint enough members to handle these appeals. That is simply an administrative problem, but I do wonder if seven and not more than nine members to be appointed will be sufficient. The number of appeals that are heard each year are fairly substantial but they are going to be increased a great deal because until now a person that sponsored someone could not appeal; they could not use the appeal process. It has to be realized that, now, many of these people that are applying as sponsors will be able to use the appeal process; this process will be used by sponsors and will greatly increase the burden on the Appeal Board.

Mr. Roxburgh: I understand that the Appeal Board can be divided and travel. It does not have to have six men in every case.

Mr. Vipavec: No.

Mr. Roxburgh: Two men can be in Toronto, two in Montreal and two in Vancouver.

Mr. Vipavec: This is exactly why we felt that if there were seven or nine members—

Mr. Roxburgh: I am corrected. I am informed by Mr. Bell that one can actually sit, but cannot decide.

Mr. Vipavec: Yes. He must report back, as I understand it. But if they are going to increase the number of appeals, we will say by the sponsorship class, which will be of substantial size, it is a question of whether or not seven to nine members will be able to handle this.

Senator Hnatyshyn: If there are nine, they could have three appeal boards sitting throughout Canada. I take it that you consider Bill C-220 is a vast improvement over what we had before.

Mr. Vipavec: Oh, I certainly do.

Senator Hnatyshyn: I would just like to point out that if applicants object to the enquiry officers making a decision, they can appeal to the Minister to use his discretion.

Mr. Vipavec: That is right.

Senator Hnatyshyn: The only time it would be out of the minister's hands would be when the enquiry officer takes over and then the decision has to be his. Personally I think it is a vast improvement.

Senator Fournier (Madawaska-Restigouche): Mr. Chairman, concerning this ship jump-

ing business, on page 2 you mention two cases. Are these people that you are referring to ship jumpers?

Mr. Staniszewski: Yes, they were Greek ship jumpers in 1964, I believe, and they were deported to Greece, Mr. Senator. Are Georgeos Vlasidis and Anastasios Vallianatos the ones you are referring to?

Senator Fournier (Madawaska-Restigouche): Yes.

Mr. Staniszewski: Both of them were Greek ship jumpers and they were deported back to Greece after serving their terms.

Senator Fournier (Madawaska-Restigouche): Would you know how long they were in Canada before they were caught?

Mr. Staniszewski: I would have to look it up. It is in Sedgwick's report. However, that was not the point we are making, Mr. Senator. I think some of them varied from as short a period as three months and as long as two or three years.

Senator Cameron: Mr. Chairman, I take it that Mr. Staniszewski and Mr. Vipavec are both barristers.

Mr. Staniszewski: Yes, we practise law in Toronto to the best of our ability.

Senator Cameron: I believe it is true that anyone who for any reason runs afoul of the law and is convicted on a charge—it might be fraud or anything like that—is automatically deported. Is this correct?

Mr. Vipavec: Are you speaking of immigrants?

Senator Cameron: Yes.

Mr. Vipavec: Landed immigrants?

Senator Cameron: Any person.

Mr. Vipavec: You mean if a person comes to Canada with a criminal record or tries to come to Canada?

Senator Cameron: If he has not established his status in Canada and for any reason he becomes involved with the criminal law, and is sentenced, he is automatically deported on the completion of that sentence.

Mr. Vipavec: In my practice I have found that that is varied. In certain cases he has been deported and under certain cases he has not been deported. I do not believe it has been a hard and fast rule.

Senator Cameron: I was just asking if this had been your experience.

Mr. Vipavec: I think that the Department of Immigration has always reviewed the particular crime or the offence and then made the decision on that basis.

Mr. Staniszewski: They also, I believe, take into account the country from which this man originated. I found in my limited experience, up until now in any event, if he came from behind the Iron Curtain and if the offence was not of a heinous nature—by that I mean rape, banditry, robbing a bank or something to that effect, he would not be deported behind the Iron Curtain. At least, that has been the practice up until now.

Senator Cameron: I am thinking of a person who might come to this country on the instigation of a relative, a fiancée or someone like that; then goes to an employer and the employer says: "Oh, no. You have not your citizenship; you are not properly admitted of Canada and we cannot employ you." Then he cannot earn a living and in occasional circumstances he gets desperate and commits a crime—he steals something, or forges a cheque and is sent to jail, and then at the end of that time he is deported. Have you come across this kind of experience?

Mr. Vipavec: Mr. Chairman, I have had certain instances. I have been practicing law for 13 years and perhaps it is not proper to make this representation on a subjective basis, but I have found that in Toronto the immigration authorities have been fairly lenient and quite considerate. I have not had an instance where they have deported a man. Mind you, I have not had a serious criminal involvement with a landed immigrant.

Senator Cameron: Please keep in mind these are minor charges. I think this is the point we want to bring out and I am wondering from your experience if you have handled any problems in this area?

Mr. Vipavec: I have had occasion to concern myself with people that are on, say, a minister's permit; they have been charged with an offence and it was understood that if they were convicted in a minor offence involving theft under \$50.00 they would be deported and it was vital in the defence of the case to endeavour to succeed.

Senator Baird: Is it a fact that if a ship jumper marries, he is admitted?

Mr. Staniszewski: My friend has more experience with ship jumpers. So perhaps he could answer that.

Mr. Vipavec: I am trying to hide the fact that I have had a few Yugoslav ship jumpers to worry about and stop the ball rolling in this regard. I did not know that. I know that the odd sailor who has jumped ship has asked me if it was wise for him to marry and I certainly told him no, under no circumstances should he marry, and that would not guarantee him permission to stay.

Mr. Bell (Carleton): It does not, although it becomes more difficult to deport a prospective father of a Canadian.

The Joint Chairman Senator Langlois: Or if it was a lady seaman.

Mr. Vipavec: I think these ship jumpers, up to the present time, have been split into two groups: The ship jumper who is just an average seaman who came off any Liberian or American freighter, as opposed to a person who jumped off a ship in an attempt to establish refuge or to seek political asylum. I think that there has been a precedent set in Yugoslavia, for instance. Yugoslavia, perhaps, is no longer considered a place from which to seek political asylum. I would say that the Minister has decided that these sailors were not political refugees.

Senator Hnatyshyn: What has been your experience with the department in respect of ship jumpers behind the Iron Curtain who become political refugees? Is there any special consideration in those cases? I can picture a man who, at the first time he has a chance to leave the country and wants to leave, jumping a ship in Halifax or in Toronto. Have you had any experience with that type?

Mr. Vipavec: Yes I have had and, as I say up, to the present time and up until 1966, my experience with the department has been very favourable—it has been very co-operative, but a precedent has been set and I wonder if this precedent should not perhaps be considered. If they are going to decide—and the question has been raised, I believe, in the House of Commons by some of you honourable gentlemen—that a country such as Yugoslavia is not persecuting—we will forget for the moment whether or not Yugoslavia is behind a velvet curtain or an iron curtain; it is purely totalitarian—

Senator Hnatyshyn: Well, if he goes back he faces a very severe penalty.

Mr. Vipavec: This is a question that the Minister has not been able to have answered and I am afraid he has put the onus on us. He said: Show us that they are being persecuted and in each case we have not been able to show it, in effect, or from a practical point of view. I have not been able to come back to him and say that a certain party was shot because he was a ship jumper in Canada.

Mr. Staniszewski: You have to produce the body, in other words.

Mr. Vipavec: There are different methods of persecution in respect of ship jumpers. I have just had an occasion to return from Yugoslavia after spending three weeks there at Christmas time and I think that it is clearly a totalitarian state. I was there eight years prior. I think it is a greatly improved country to what it was eight years ago. I think it is not as severe, and not as strict as it was. I think they have loosened up a fair amount. They enjoy much more political freedom. They still do periodically jail their political writers. The thing is that if the Minister feels that this is no longer such a dangerous communist country from which to deport sailors back to, then I think it is a country from which people should be entitled to emigrate to Canada and an office should be opened up in Yugoslavia.

Mr. Staniszewski: Mr. Chairman, may I relate something that happened within my limited experience which goes back some seven or eight years ago. I recall two cases specifically. One was in respect of a gentleman of Polish ancestry. I forget whether it was a Polish ship or another ship that he jumped. At that time all the courtesies and all the benevolence was extended to him. I recall, further, around that period of time too, about seven or eight years ago, where a man also jumped ship. He was of Ukrainian ancestry; he jumped an Israeli ship; his homeland was, by way of the second world war, the present Israel; he was of Ukrainian ethnic origin and he was given asylum here because of that.

The Joint Chairman Senator Langlois: Are there any further questions? If not, this concludes the evidence and the submission by the Inter Ethnic Council of Toronto. Is it the wish of the Committee that this submission be printed as an appendix to the minutes of proceedings and evidence of today?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: On behalf of the members of this Committee I thank you both for having presented an interesting submission and for having taken the time to appear before this Committee to answer our questions.

Mr. Staniszewski: Thank you gentlemen for your courtesy.

Mr. Bell (Carleton): I understood this brief was read in full. Do we need it printed as an appendix?

The Joint Chairman Senator Langlois: I do not think the first page was read. I have been following it very closely. We have a fairly good resume of what was in it. Is it not the wish of the Committee that this submission be printed?

Mr. Bell (Carleton): I see no point in going to the extra expense of printing it twice.

Mr. Aiken: I think, Mr. Chairman, that it was read in full so we would not need to print it again.

The Joint Chairman Senator Langlois: Gentlemen, before the Committee rises, we had scheduled for today a delegation from the Croatian Society of Canada and they did not show up. This is the second time. You will remember that we had set last Thursday aside for them and they did not show up. We got in touch with them and were assured that they would be here today. However, again, they have failed to show up.

Also, I do not know if you have taken cognizance of this brief by the Czechoslovakia National Association of Canada. This brief was sent to us over the week-end. Is it your wish that we should ask this association to send a delegation to testify before us and to give evidence on this brief? We have received no special request from them to appear.

Mr. Roxburgh: If we have not I do not see why they should be asked to come, unless they make a request of their own.

The Joint Chairman Senator Langlois: Are we going to have this brief printed?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: We will now adjourn until tomorrow morning at ten o'clock.

APPENDIX A-2

BRIEF TO THE SPECIAL JOINT COMMITTEE OF THE
SENATE AND THE HOUSE OF COMMONS ON IMMIGRATION

by

CZECHOSLOVAK NATIONAL ASSOCIATION OF CANADA

CZECHOSLOVAK NATIONAL ASSOCIATION OF CANADA

Head Office: Suite 501, 330 Bay Street,
Toronto 1, Ontario

BRIEF TO THE SPECIAL JOINT COMMITTEE OF THE SENATE AND THE HOUSE OF COMMONS ON IMMIGRATION

Introduction

1. The Canadians of Czechoslovak origin represented by this Association agree with the majority of the proposals outlined in the White Paper on immigration and wish to co-operate as fully as possible for the speedy enactment of the new immigration principles.

2. Our Association represents mainly persons who have emigrated from a country which is presently under Communist domination. Our submission, therefore, will concern mainly the most important problems of the immigration policy covering these countries.

Suggested Changes

3. We believe that all persons arriving in Canada from Communist countries on visitors' visas or on any temporary basis and who desire to settle here should be immediately recognized as refugees and the granting of immigration status should not be dependent upon their ability to come within the classifications of sponsorship or of skill.

4. The immediate recognition of refugee status should be subject to the usual security checks and the determination that the person does not fall within the prohibited classes mentioned in the White Paper.

5. We endorse the paragraphs in the White Paper concerning refugees and urge that the proposed separate legislation be enacted immediately and certainly no later than the first revisions of the Immigration Act. We believe that any delay in enacting the separate legislation proposed in Art. 54 of the White Paper would place refugees from countries under Communist domination in a very unfavourable position compared to immigrants from

other countries. The principal reason for the inapplicability of categories in the case of refugees is that these persons do not have the opportunity and are not allowed to apply for immigration to Canada without endangering themselves.

6. Some persons were denied educational opportunities, advancements in technical schools and training because of having assisted relatives or friends to flee to Canada or other countries from countries dominated by Communism or because of their leanings towards democracy.

Our Association knows of many such cases of the denial of education and therefore these persons would be excluded from the possibility of unsponsored immigration. (Art. 47a). Such persons could be excluded from sponsored immigration as well, if they do not fill the categories listed in Art. 47b.

7. We suggest that sponsors should not be limited to Canadian citizens but to Canadian residents being in Canada for less than five (5) years if their financial situation qualifies them as sponsors. (Art. 47c).

8. We emphasize

Virtually no legal emigration from communist countries is possible for people who have relatives or close friends in Canada;

The only remaining way is to leave the country illegally which, under the present security system at the frontier, is practically impossible.

9. Art. 52 limits granting of landed immigrants status to spouse and children only, not to other visitors who do not want to return to countries under communist domination. We believe that such visitors should come under the sponsored immigration.

10. We suggest that the following concepts should be reflected (Art. 63) in the definitions of prohibitions:

The concept of criminality should be one which excludes the repeater but should not apply to someone with a once-in-a-lifetime petty criminal conviction;

Persons coming from communist countries might deny any connection with the Communist party and Communist-front organizations and give false or misleading information because of fear. It may be that such a connection was only nominal and should not be a bar to immigration;

Membership in the Communist party should not, by itself, be the cause for denial of immigration to Canada. The younger immigrants now applying for political asylum from Communist countries almost certainly had to have some connection with the Communist party. They certainly are exposed to Communist indoctrination. Without being affiliated in some way with labour and party organizations, they would possibly be denied any education or training. We strongly recommend that the reason for the affiliation and activity of the person in the Communist party be investigated thoroughly before a denial of immigration.

Conclusion

11. Persons living in Communist countries, particularly those with relatives or friends in Canada are in a very different position than immigrants from other countries. They must be considered in a different light than other potential immigrants.

Any delay or postponement of specific legislation relating to the status of refugees would cause unnecessary hardship on these immigrants and would be inequitable in comparison to immigrants from other countries.

Submitted on behalf of the

CZECHOSLOVAK NATIONAL ASSOCIATION OF CANADA

J. G. Corn
Secretary General

A. Daicar
President

Toronto, Ontario,
15th March 1967.

REPORT OF THE COMMITTEE ON THE REVISION OF THE
ARTICLE OF THE CONSTITUTION OF THE AMERICAN MEDICAL ASSOCIATION
RELATIVE TO THE EXERCISE OF THE RIGHT OF VOTING IN THE
CASE OF A MEMBER WHO HAS BEEN EXCLUDED FROM THE
ASSOCIATION FOR A PERIOD OF YEARS.

The committee on the revision of the constitution of the American Medical Association, created by the action of the association at its annual meeting at St. Louis, Mo., in 1909, has the honor to submit herewith its report on the above mentioned subject.

The committee has considered the question of the right of voting in the case of a member who has been excluded from the association for a period of years, and has concluded that the following provisions should be adopted:

Section 1. A member who has been excluded from the association for a period of years shall retain the right of voting in the association until he has been reinstated.

Section 2. A member who has been excluded from the association for a period of years shall not be eligible for re-election to the association until he has been reinstated.

The committee has also considered the question of the right of voting in the case of a member who has been excluded from the association for a period of years, and has concluded that the following provisions should be adopted:

Section 3. A member who has been excluded from the association for a period of years shall not be eligible for re-election to the association until he has been reinstated.

Section 4. A member who has been excluded from the association for a period of years shall not be eligible for re-election to the association until he has been reinstated.

The committee has also considered the question of the right of voting in the case of a member who has been excluded from the association for a period of years, and has concluded that the following provisions should be adopted:

Section 5. A member who has been excluded from the association for a period of years shall not be eligible for re-election to the association until he has been reinstated.

Section 6. A member who has been excluded from the association for a period of years shall not be eligible for re-election to the association until he has been reinstated.

The committee has also considered the question of the right of voting in the case of a member who has been excluded from the association for a period of years, and has concluded that the following provisions should be adopted:

Section 7. A member who has been excluded from the association for a period of years shall not be eligible for re-election to the association until he has been reinstated.

Section 8. A member who has been excluded from the association for a period of years shall not be eligible for re-election to the association until he has been reinstated.

The committee has also considered the question of the right of voting in the case of a member who has been excluded from the association for a period of years, and has concluded that the following provisions should be adopted:

Section 9. A member who has been excluded from the association for a period of years shall not be eligible for re-election to the association until he has been reinstated.

Section 10. A member who has been excluded from the association for a period of years shall not be eligible for re-election to the association until he has been reinstated.

The committee has also considered the question of the right of voting in the case of a member who has been excluded from the association for a period of years, and has concluded that the following provisions should be adopted:

Section 11. A member who has been excluded from the association for a period of years shall not be eligible for re-election to the association until he has been reinstated.

Section 12. A member who has been excluded from the association for a period of years shall not be eligible for re-election to the association until he has been reinstated.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

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Translated by the General Bureau for Translation, Secretary of State.

LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
1966-67

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON
IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 16

TUESDAY, MARCH 21, 1967

WITNESSES:

From the Canadian Medical Association: Drs. Augustin Roy, J. P. A. Latour, G. W. Peacock, Don Aitken, G. Geekie, Douglas Cameron, Arthur Peart, Kenneth Thomson, Norman Belliveau, Hugh Stephen.
From Mon Sheong Foundation: Dr. Shiu L. Kong and Mr. David Quan.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

Baird	Fournier (<i>Madawaska-</i>	Macnaughton
Cameron	<i>Restigouche</i>)	Nichol
Croll	Hastings	Pearson
Desruisseaux	Hnatyshyn	Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken	Mr. Dinsdale	Mr. Pelletier
Mr. Badanai	Mr. Enns	Mr. Prud'homme
Mr. Baldwin	Mr. Haidasz	Mr. Régimbal
Mr. Bell (<i>Carleton</i>)	Mr. Laprise	Mr. Roxburgh
Mr. Blouin	Mr. Macaluso	Mr. Skoreyko
Mr. Brewin	Mr. Munro	Mr. Ryan
Mr. Crossman	Mr. Nasserden	Mr. Watson (<i>Châteauguay-</i>
Mr. Deachman	Mr. Orlikow	<i>Huntingdon-</i>
	(Quorum 12)	<i>Laprairie</i>)—24.

Maxime Guitard,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

Tuesday, March 21, 1967.

(33)

The Special Joint Committee of the Senate and of the House of Commons on Immigration met at 10:15 o'clock a.m. this day. The Chairman of the House of Commons' section, Mr. Klein, presided.

Members present:

Representing the Senate: Honourable Senators Baird, Desruisseaux, Fournier (*Mada-waska-Restigouche*), Langlois, Pearson (5).

Representing the House of Commons: Messrs. Aiken, Bell (*Carleton*), Dinsdale, Klein, Nasserden, Orlikow, Roxburgh (7).

In attendance: From the Canadian Medical Association: Doctors Augustin Roy, J. P. A. Latour, G. W. Peacock, Don Aitken, G. Geekie, Douglas Cameron, Arthur Peart, Kenneth Thomson, Norman Belliveau, Hugh Stephen.

From Mon Sheong Foundation: Dr. Shiu L. Kong and Mr. David Quan.

The Chairman invited Dr. Cameron to summarize the brief submitted by the Canadian Medical Association before being questioned thereon, assisted by his delegation.

The examination of the witnesses being completed, the Chairman thanked Drs. Cameron, Thomson, Belliveau, Peart, Aitken, Peacock, Latour, Roy, Geekie and Stephen who retired.

The Committee decided unanimously that the brief presented by the Canadian Medical Association be printed as an appendix to this day's Minutes of Proceedings and Evidence. (*See Appendix A-3*).

Then Dr. Kong and Mr. Quan were called. Mr. Quan summarized his brief before being questioned thereon assisted by Dr. Kong.

The Committee having completed its examination of the witnesses, the Chairman thanked Dr. Kong and Mr. Quan who retired.

It was decided unanimously that the brief presented by the Mon Sheong Foundation be printed as an appendix to this day's Minutes of Proceedings and Evidence. (*See Appendix A-4*)

At 1:05 p.m. the Committee adjourned to the call of the Chair.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, March 21, 1967.

• (10:15 a.m.)

The Joint Chairman Mr. Klein: Gentlemen, we are privileged this morning to have with us a delegation from the Canadian Medical Association and I will ask Dr. Douglas Cameron to be good enough, as spokesman for the delegation, to present a sketch of the brief which I hope the members of the Committee have already read. It is an excellent brief. I would also ask Dr. Cameron to be good enough to introduce the members of his delegation.

Dr. Douglas Cameron (Canadian Medical Association): Mr. Klein, Senator Langlois and members of the Committee, the Canadian Medical Association is grateful for this opportunity to submit a Brief on Immigration, with reference to the past, current and future implications on "medical manpower" in Canada. As your chairman indicated, I am Dr. Douglas G. Cameron, Physician-in-Chief of The Montreal General Hospital, and Professor of Medicine at McGill University. I am acting as Chairman of this delegation, and as the designated representative of the Executive Committee of The Canadian Medical Association. I should like to introduce my colleagues. On my right is Dr. Kenneth Thompson of Edmonton, president of the Canadian Medical Association; Dr. Normand Belliveau, président désigné de la M.A.C.; Dr. Paul Latour, vice-président du Collège des Médecins et Chirurgiens de la province de Québec and Dr. Augustin Roy, registraire du Collège des Médecins et Chirurgiens de la province de Québec. On the far right are Dr. Arthur Peart, General Secretary of The Canadian Medical Association; two members of his staff, Dr. Donald Aitken, Assistant Secretary and Dr. Douglas Geekie.

We are fortunate as well to have with us Dr. George Peacock, Registrar of the College of Physicians and Surgeons of Saskatchewan.

If I might proceed, sir, with the summary and recommendations of our brief, first of all

the Canadian Medical Association has indicated in the brief:

1. That the responsibility for medical licensure in Canada is a provincial responsibility, that provincial medical licensing authorities are established to protect the public by requiring minimum acceptable standards of competency in medical practice, and that variations exist in the licensing requirements of the provinces.

2. that the doctor population ratio has remained fairly constant for a decade although there are signs of slight improvement in recent years.

There is a slight correction in the third item. Your copy of the brief states "that immigration and licensing"—the word "licensing" should be deleted because we do not have solid data on that. The correction will now read:

3. that immigration of foreign medical graduates reached an all time high of 995 in 1966.

4. that many foreign graduates, initially intending to return to their countries of origin, decide to remain in Canada, and because of inadequate educational backgrounds, cannot meet our licensing requirements.

5. that a Canadian screening program, designed to select in advance those foreign physicians who are capable of attaining the standards required for licensing in Canada, is urgently needed.

The Canadian Medical Association wishes to stress again the urgent need for more doctors in Canada. We are well aware of the vital part played by immigration in maintaining a reasonable ratio of doctors to population in recent years. While every effort must be made to vastly increase the number of doctors trained in Canada, immigration of doctors will be essential to maintain medical professional manpower at a desirable level, for many years to come.

We welcome the timely study being undertaken by this Special Joint Committee of the

Senate and the House of Commons on the important subject of Immigration and Manpower. In our view, medical manpower presents a serious problem in Canada today, and will continue to do so in the foreseeable future. The manpower problem is closely related to an Immigration problem. We submit that a satisfactory solution will depend on linking the two problems.

Recommendations

The C.M.A. recommends that the number of doctors from abroad admitted to Canada should bear a direct relationship to the number actually required in the country. Moreover, every foreign medical graduate should be required to establish in advance acceptable professional qualifications, and demonstrate at least a working knowledge of either the English or French language, before being admitted to Canada. To this end, a Canadian screening program for foreign medical graduates, acceptable to the Department of Immigration, the Medical Council of Canada, and the provincial licensing authorities, is urgently required. The Canadian Medical Association gladly offers its good offices to assist, in any way, the establishment of such a screening procedure.

Thank you, sir.

The Joint Chairman Mr. Klein: Thank you, doctor.

Does any other member of your delegation wish to say something?

Dr. Cameron: Not unless there are some questions.

The Joint Chairman Mr. Klein: Are there any questions that members of the Committee would like to put to the witness?

Mr. Roxburgh: Dr. Cameron, you say that there is a need for more doctors to be brought into the country—that we can make use of them. We have our different provincial standards. Do you have any suggestions how we are going to overcome certain happenings that have taken place in the last few years with respect to doctors from different countries who have to go through quite a series of examinations before they are able to practise, say, in Ontario compared with another province?

Dr. Cameron: Mr. Roxburgh, it has been indicated in the brief that the licensing requirements vary from province to province. A summary of the regulations has been appended to the brief for your information.

The Canadian Medical Association is not in any way directly responsible for these matters and I think it is a question that would have to be referred—if you have a specific case in mind—probably to the College of Physicians and Surgeons of Ontario. I could not comment on a specific case without having all the details of it. I think that we really could not pursue that question further. Dr. Peart could, perhaps, add something to this, Mr. Chairman.

Dr. Arthur Peart (General Secretary, Canadian Medical Association): Mr. Chairman, I believe that the recommendation the Canadian Medical Association is making will, to a great extent, overcome the problem that Mr. Roxburgh refers to. It will then establish uniform standards of acceptability for foreign graduates all across the country before they get to Canada.

Mr. Roxburgh: Thank you.

The Joint Chairman Mr. Klein: May I ask a question just for information? Could you tell me the difference between the Canadian Medical Association and the Medical Council of Canada. Is there a difference?

Dr. Cameron: Yes, sir. The Medical Council of Canada is an organization established by the government of Canada by a special act and actually this bears a bit on Mr. Roxburgh's question, because provincial authority over matters of licensing doctors and other professions does present some problems to the mobility of professional manpower within our own country. It was a long time ago when this was faced in the medical profession. I believe that the legislation was submitted by the late Sir Thomas Roddick, a distinguished surgeon and dean of the faculty of my own university, McGill, who was a member of the Commons and introduced the bill which set up the medical council as a private member's bill.

This authorized the establishment of a national examination body. The act gave the medical council the right to establish and carry on with an examination and then, by agreement, each of the provinces accepted the standards set by this examination so that an individual having graduated in one province and having taken the medical council's examination, could then establish himself in any other province without further examination simply by completing the further requirements of the local licensing authority. This was a great step forward in making it possible for doctors to move easily from one part

of the country to another. The Medical Council of Canada really is an organization established with the authority of the House of Commons. The Canadian Medical Association is a voluntary organization of the doctors of the country. There is no compulsion about this, but perhaps Dr. Peart could tell us what the membership is now.

Dr. Peart: The Canadian Medical Association has a membership of about 19,000 doctors out of a total of 23,000 in Canada and its objects are education and ethics, rather than licensing.

Dr. Cameron: So, putting it in simple terms, sir, the Canadian Medical Association is the voice of the organized profession in the country. The Medical Council of Canada is a national examining body established by an act of Parliament for a specific purpose which has served a tremendous need and been of great benefit to the facilitation of mobility of professional manpower.

The Joint Chairman Mr. Klein: I just have one more question. Would those doctors that are now presiding at the Medical Council of Canada also be within the directorate of the Canadian Medical Association?

Dr. Peart: No, sir. It is quite possible, by chance they could be, but at the present time I do not think anyone on the Medical Council of Canada is on the executive committee of the Canadian Medical Association.

The Joint Chairman Mr. Klein: Who decides who should be the persons to administer the Medical Council of Canada?

Dr. Peart: Mr. Chairman, I think Dr. Hugh Stephen, the registrar of the Medical Council of Canada who is sitting in the audience could very easily give us those answers. I am sorry that Dr. Stephen is not at the table. I think he should be invited.

The Joint Chairman Mr. Klein: Dr. Stephen, would you be good enough to come forward?

Dr. Peart: Mr. Chairman, I think Dr. Stephen could answer the question about the composition of the Medical Council of Canada very well.

The Joint Chairman Mr. Klein: I am not interested so much in the composition as I am in who decides the personnel of the Medical Council of Canada.

Dr. Hugh Stephen (Medical Council of Canada): The question, sir, is answered in section 7 of the Canada Medical Act which

describes the composition of the Medical Council of Canada. Do you wish me to read it?

The Joint Chairman Mr. Klein: If you want to give me a brief summary of it I would be happy.

Dr. Stephen: I do not think the section could be abbreviated. It is as brief as it can be now. It reads as follows:

7. (1) The Council shall be composed of

(a) three members who shall be appointed by the Governor in Council, each of whom shall reside in a different province; but until such time as the Provinces of Saskatchewan, Alberta and British Columbia are entitled to university representation, two of the three members so appointed shall be chosen from two of these provinces;

(b) two members representing each province, who shall be elected under regulations to be made in that behalf by the provincial medical council;

(c) one member from each university or incorporated medical college or school in Canada having an arrangement with a university for the conferring of degrees on its graduates, engaged in the active teaching of medicine, who shall be elected by the university or by such college or school under such regulations as may govern in that behalf;

(d) three members who shall be elected by the homoeopathic practitioners in Canada, each of whom shall reside in a different province.

The Joint Chairman Mr. Klein: Thank you, doctor. Senator Pearson, do you have a supplementary question?

Senator Pearson: I have a question supplementary to Mr. Roxburgh's suggestion with respect to the variation of provincial standards. I was just wondering what they do in Britain. Can you comment on the medical affairs in Britain, Dr. Cameron? With respect to Pakistanis, Hindus and West Indians, what standard do they have to have before they can apply to the medical colleges in Britain for further study?

Dr. Peart: Mr. Chairman, British graduates and graduates from other countries including the Commonwealth countries have to comply with the requirements of The General Medical Council of Great Britain, which is merely the counterpart of The Medical Council of Canada. We are not sure what the exact standards are, but they have to pass

examinations either on the home list of the General Medical Council, which are those who practice in Great Britain, or on the Commonwealth list which are those who practice in South Africa, Australia and so on. This is the way it is done in Great Britain. They have their own licensing authority comparable to The Medical Council of Canada.

Senator Pearson: We are, with reference to the White Paper, considering opening the door to a large extent to immigration. Would it be possible that a great many of these people who go to Britain for training now may come to Canada and be trained as doctors in Canada? Would they usually stay here or would they move out?

Dr. Cameron: Mr. Chairman, this is a difficult question to answer with precision. One can only estimate what the effect would be. Our interpretation of the White Paper was that the manpower and immigration problems would be linked. We welcome this because the ugly sense of discrimination, real or implied, is something that we believe is an anathema to the Canadian people. In other words, whether or not somebody is admitted because of his colour or creed is sort of contrary to the Canadian philosophy. Yet, our regulations over the years have been such that they could be interpreted that way. If somebody is not admitted or, in the case of medicine, is not licensed, this cry always goes up. We welcome the situation in which it might be possible to relate total numbers to actual needs, and then discrimination should be solely on the basis of qualifications.

My personal view is that the setting of standards at the minimum acceptable level would probably discriminate against many of the graduates from the Asian countries, not as individuals, but because their educational standards have not yet reached the level that we enjoy in this part of the world. It is possible, on the one hand, that a high proportion of the very highly trained people would seek to come to this country, in which event we would win and their own countries would lose, but I do not think we need fear any repercussions of mass immigration of any particular national group if some such policy as we have advocated is actually established. Indeed, at the present time there is no control over the distribution of the immigrants, say, in medicine.

We know that each year more and more young people in medicine are coming from all parts of the world ostensibly for training here, but actually this is a way into the coun-

try. As we pointed out in the brief, once they are here and decide to stay, they run into difficulty with the licensing procedure, and the cry is heard that they are being discriminated against. Without going into any details which Mr. Roxburgh raised, we know very well that this cry is raised and it is possible, I suppose, on occasion that a case could be made for this, but certainly we believe that usually the actual facts of the case are that these individuals do not have the prerequisite educational background, and could have been told so in advance. We recommend in the brief that this be made quite clear before the immigrant doctor actually arrives in our country. That is not to say that he would not be allowed as an immigrant on some other basis. If he met the stipulated requirements, then he could be sure, having met any other needs of the provincial licensing bodies, that he would get a licence and that his background would not be dragged up every time he turned around.

This is a lengthy answer, but I think the question is asked widely and I do not think we feel there is anything to be frightened about here. We do not like the word "discrimination", but if it must be used it should be used only on the basis of talent and qualifications. We also believe that is what is indicated in the policy outlined in the White Paper.

Mr. Orlikow: I am very interested in this, and I welcome the statement of principle just given to us by Dr. Cameron. I must say to Dr. Cameron that this is not a criticism of his organization, but there is a vast difference, unfortunately, between the principle you enunciate and the application in some areas of this country. On page 12 of your brief there is a short table on the examination results of The Medical Council of Canada for doctors from various countries—Canada, Great Britain, the United States and all other countries, showing the percentage who passed, and so on. I have the document prepared by The Medical Council in their last annual report, and although I did not bring the report with me, I remember it very well because I have done some work in this field.

I am sure that Dr. Peart or the doctor from The Canadian Medical Council will confirm that the results of the examinations, broken down further, will show very conclusively that the percentage of all doctors from India and Pakistan who wrote the exams and passed is very close to the percentage from Britain and Ireland, whereas the percentage

from European countries is at the end of the group, down in the 40 to 60 per cent group that passed. Yet, in the province of Ontario, while doctors from Europe are permitted to write the exams, doctors from India and Pakistan are not permitted to do so at all. They are forbidden to write the exams.

Dr. Cameron: Mr. Orlikow again I cannot answer for the licensing authorities in Ontario or suggest any judgment on the situation you refer to without knowing the facts of the situation, but I think we are here this morning to comment on the White Paper and how it applies, as we see it, to problems of manpower and immigration. We hope that you might agree some such program as we have suggested would go a long way towards obviating any possible problems of this sort which occur at the present time, without trying to judge here the validity of claims one way or another in individual cases.

Mr. Orlikow: Oh, I would agree very quickly if I thought you could use your influence to persuade the Ontario College of Physicians and Surgeons to be more reasonable.

Dr. Cameron: Sir, it might be interesting for the Committee to hear from Dr. Latour or Dr. Roy. In the brief it is mentioned that in the last few years the province of Quebec has indeed set up a screening program, and remember that the candidates can take this examination abroad in their own countries of origin. I am sure that Dr. Roy or Dr. Latour would give you a few brief comments on how this has worked out and what their experience has been with it, even though this is a very new venture. It is the kind of thing which is so obvious and which clearly should be applicable to the whole country if it is successful—that is, not just the Quebec plan, but one similar which would operate abroad.

At the present time we are using other screening examinations and, in particular, the American one which was not designed for our purposes at all nor for screening individuals with a thought to their future licensing as doctors. It was designed to select individuals who might get a useful modicum of further education before going back to their own countries and, of course, it is actually being used as a screening instrument for other purposes, even though it was not designed in that way. Quebec now has a program designed as a screening program for immigrant doctors, and I think it would be nice to hear from their representatives, sir, if that is possible.

Mr. Orlikow: I would be glad to hear about the Quebec program, but I think the record should show—and I am sure that neither Dr. Cameron nor Dr. Peart would argue this—in connection with the screening process in the United States which you referred to, that is. The Educational Council for Foreign Graduates—and I can put it on the record, Mr. Chairman, because I have correspondence from both that organization and from the General Medical Council of Great Britain—that both accept, for possible licensing, doctors from India and Pakistan who are rejected out of hand by the Ontario College. I accept your statement that this is not your business, but it is something which this Committee and the government of Canada are going to have to examine. In other words, the province of Ontario has said that the standards used by the medical authorities in Great Britain and in the United States are too low, and that they are going to set higher standards, particularly for doctors from India and Pakistan. I think this is a very disturbing thing; it is certainly disturbing to me.

Dr. Peart: Mr. Chairman, I would just like to comment on one thing Mr. Orlikow mentioned. The pass rate of Indian and Pakistanis on the Medical Council of Canada depends where they graduated from. There are quite a few Indians and Pakistanis who go to British medical schools and, in that case, you may find that the pass rate is much different from that for those who graduate from their own medical schools back home.

Mr. Orlikow: I would understand the Ontario College if they said they were going to look at the Indian and Pakistan medical colleges and consider any that were up to our standards, and that they would not consider the graduates from those that are not. Difficulties have arisen in the case of colleges that are acceptable by British and American standards. The staff student ratio is good and yet without any examination—at least, they have never given any evidence that they have sent anybody over there, either themselves or though The Medical Council or the Association of Canadian Medical Colleges—they have made a blanket decision that no Indian or Pakistan graduate should be permitted to write the examinations and practice in Ontario. This is the thing that disturbs a great number of people, particularly when there is a shortage of doctors.

Dr. Cameron: Mr. Orlikow, again, we do not intend to condemn or defend the College

in Ontario, but this question of assessing educational institutions used to be possible. In a country like India with a vast population and a limited number of universities, up until fairly recent years it was possible for institutions in Canada to have a fairly clear idea of which institutions would be acceptable by North American or European standards, but the changes that have been going on in India really make this almost impossible—I should have thought impossible.

Dr. Thompson and I had occasion to be in India just a few months ago. I had a special mission to talk with some of the leaders in medical education in India and with the Minister of Health of the Indian nation. You no doubt are aware that 15 years ago there were some 40-odd medical schools in India. In the interval there are now 88 and the Minister of Health told us that within the next 10 years they intend to expand this by another 50 medical schools. Now, it is difficult enough to keep track of medical schools in our own country, but to try to have any kind of meaningful survey of 135 medical schools in India is virtually impossible, I think, for another nation.

If you are familiar with the problems of medical education and the resources from which the Indian nation can draw to staff these schools, I think you can imagine that while this vast expansion is absolutely vital from their point of view, the standards of education in those schools must be diluted. They recognize this themselves and have taken it into consideration in their plans for expansion, and they have gone right ahead with it. I think they are right to do this. The difficulty is that an individual graduating from one of those schools is trained to do a job in this vastly populated country of very different cultural and economic standards from our own. Of course, the man graduating from the school has a piece of paper which says he is a doctor of medicine, or whatever it is, but to translate that holus-bolus and say that because he has this piece of paper it means that he has achieved the same standards that we expect is not realistic.

We feel in the Canadian Medical Association that to attempt any sort of assessment of the schools along the lines which you have mentioned would not be meaningful or realistic, and that is one of the very strong reasons why we must have, we believe, a Canadian screening process which is designed fairly for our own needs and which is open to anyone. If they can meet the standards, we are not

interested in from where they come. That will settle the question of their professional standards and, obviously, any immigration policy will take into account other matters such as a criminal record and things like this.

However, we are not concerned with that, but we feel the assessment of the professional standards must be on an individual basis and in relation to Canadian standards, and must somehow be within the control of our own country. In other words, we must have the power as Canadians to set or change these standards from time to time according to our own needs. This seems to be the most direct and sensible way of going about it.

The Joint Chairman Mr. Klein: I should like to ask a supplementary to your question, Mr. Orlikow. Is there a possibility that a doctor or medical man could be certified by The Medical Council of Canada and turned down by a provincial licensing authority?

Dr. Cameron: Yes, I think there is. Could I turn to Dr. Roy, for example? It is well known that in the province of Quebec one of the prerequisites to get a licence to practise is that the individual must be a Canadian citizen. This sounds very restrictive to a lot of people, but the College, no doubt, made this regulation years ago for very cogent reasons, again in the interests of the public as they saw it, and not as some sort of professional trade union. This matter, I am sure, is reconsidered from time to time. Dr. Roy, could you give us the background of this and where you stand now?

[Translation]

The Joint Chairman Mr. Klein: If you wish to speak French, you may.

[English]

I am sorry, doctor. We are waiting for a translator. I might explain to you, doctor, that we have many Committees operating now and the translation staff is simply swamped with work and you will have to excuse us for the moment.

Dr. Roy: I understand. Mr. Chairman, we are very pleased to have been invited by the Canadian Medical Association to be part of today's delegation. We might have been even more pleased had we been invited by this Committee because licensing of doctors in Canada is a provincial responsibility, as is stated in the brief. With reference to the problem concerning Indian doctors, some of these doctors are not acceptable even in their

own states in India. They have diplomas in ayurvedic medicine, a kind of indigenous medicine, and they are not acceptable in the United States or Great Britain. Another problem is that India wants to keep its own doctors.

Further, these people do not adjust very well to our own way of life in Quebec because of the language difficulties. More than half the total population of foreign trained doctors in Canada are in Quebec. As a matter of fact, on January 1 of this year we had 1,032 foreign trained doctors in the province of Quebec, most of them in Montreal. With reference to the citizenship requirements, any doctor who wants to practise in our province must be a Canadian citizen, but he has the right to pass our examinations while he waits for his Canadian citizenship. If we took away that requirement, about another 70 doctors would be able to practice in Quebec right now. However, the big problem is that these foreign trained doctors will not go outside of Montreal. They all want to stay in Montreal. Most of them are English-speaking, and we must think of the needs of our population which is mostly French-speaking. At the moment, it is not in Montreal that we need more doctors, even if some people think it is hard to get doctors on weekends and at nights. I think Mr. Klein has said it over television some time ago.

The Joint Chairman Mr. Klein: Well, it is true is it not, doctor?

Dr. Roy: It is true?

The Joint Chairman Mr. Klein: It is true, do you not think?

Dr. Roy: Yes. It is difficult, I know, but it is not a question of numbers of doctors.

The Joint Chairman Mr. Klein: No.

Dr. Roy: It is a question of organization.

The Joint Chairman Mr. Klein: Yes.

Dr. Roy: The big problem now is not the total number of doctors in Canada or in our province. It is their distribution. We must find a way to make the practice of medicine attractive to doctors outside the big cities.

Mr. Orlikow: It is not just the foreign doctors who do not want to leave Montreal?

Dr. Roy: Not all of them.

Mr. Orlikow: The Quebec born doctors also want to stay in Montreal.

Dr. Roy: Yes, or Quebec City or the big towns. It is a very big problem. We will have to do something about it. But there is absolutely no discrimination at all in Quebec. We accept any foreign doctor who is qualified. Up to last year we did not have a screening examination. But we realized that a lot of doctors were coming to Quebec who could not speak either English or French. You must agree that certainly this is not good for the public. I have many examples of doctors coming from Spain who cannot speak a word of French or English. They might be a danger to the population because they do not understand the people.

We feel we have a responsibility, so last year we made a regulation by which every new foreign-trained doctor coming to the province must either have passed the E.C.F.M.G. examination—that is the American examination—or have passed our own examination in French. Because of our special problem in Quebec we had to set up a French examination with the help of the Department of National Health and Welfare and we organized that examination in various embassies in Europe. We have very good co-operation from the government and it is going very well. But this is a difficult thing. It is a big organization and we cannot organize it all across the world. We have to rely on the United States to do it and this organization, the E.C.F.M.G., has a very big budget of \$2 or \$3 million and they have examination centres in about 150 countries in the world. This is quite a big set-up and there is no discrimination; they will accept anyone who has good medical qualifications except doctors in ayurvedic medicine and they will not accept people who are not fully trained.

But this is only a screening test. It is not a difficult test. It tests only a basic knowledge of medicine. I have been told that some good nurses could pass that examination. There is also a short examination in English and we have set up the same thing in French. But, we want to be sure that the doctors who come here and who will practice here eventually are well qualified so we ask them to spend two years in a teaching hospital, take a junior internship and a year of residency. Then, if they have an immigrant status, they are allowed to pass our own examinations and we will issue them permits to practice in our hospitals until they become Canadian citizens. I might say this is not official, but, I can say we are working on a revision of our act and this requirement of Canadian citizenship might be taken away. But this is not sure; it has not been decided.

The Joint Chairman Mr. Klein: There are rumours to that effect.

Dr. Roy: There are rumours. It is being discussed and we might drop it. But today, if we were to drop it, it would add only 70 doctors to Quebec. Another point that I would like to mention also is that of these foreign-trained doctors—1,000 actually in Quebec—very few will ever stay in the province. This is important. Last year we issued 350 licences and only 52 foreign-trained doctors got these licences. Of these 52 doctors 35 were from Great Britain, France and Belgium. So that means that very few from the Middle East, from Asia and South America ever stay in the province. They use Canada and the province of Quebec as a stepping stone to the States.

There are two ways they can do it. They come directly to Canada and they wait for Canadian citizenship because of the American quotas on Filipinos and all these people get Canadian citizenship and then it is easy for them to get to the States. They get the qualification examination in Canada—the Medical Council of Canada examination or the Quebec examination—and then they can go to a State to practise without examination, in some cases. That means they will not stay here. We are subsidizing the education of these doctors for the States at our own people's expense.

Another way to come here to our province is by way of the American visa. Some people have spent five years in the States. They must get out of the States for two years before they are allowed to go back there. They must spend two years anywhere, but outside the States. Very few of these people go back to their own country because they are afraid they would keep them there. So they come back to Canada. Most of them come back to Montreal. Montreal seems to be a haven for these people. They spend two or three years there until they get a chance to go back to the States. As soon as they have that chance, as soon as they get a good salary and a good appointment, or as soon as the war in Viet Nam is over, a lot of them will just fly over the border and they will disappear.

So, this is an important point. Very few of these people stay here eventually, even if we want to keep them, because while we welcome good, qualified, trained doctors, they just do not stay here. We are subsidizing them with our money at very big salaries for five, six or ten years. Then, when they are well qualified, they just go away.

The Joint Chairman Mr. Klein: What percentage leaves?

Dr. Roy: I would say that not more than 10 per cent of these people stay here.

The Joint Chairman Mr. Klein: Not more than 10 per cent?

Dr. Roy: That is in Quebec.

Mr. Aiken: Mr. Chairman, I would like to ask a supplementary question. So far as you know, what qualifications does a person have to have to get into Canada as a doctor under an immigration quota? Does he just merely have to have a certificate from a medical school to be accepted by immigration?

Dr. Roy: They will be accepted if they are medical doctors from medical schools listed in the World Health Directory.

Mr. Aiken: Regardless of their qualifications?

Dr. Roy: If they are a medical doctor from a medical school listed in the World Health Directory we will accept that stated qualification. But, then they have to pass the screening test. If they pass it they are admitted to a hospital. After that, they spend two years so we can evaluate them and know how good they are; so they can adjust to our practice to our drugs, and then they can pass the examinations. After they pass the examinations, all they have to do is to meet the citizenship requirement and we give them a licence.

The Joint Chairman Mr. Klein: Is that all, Mr. Orlikow?

Mr. Orlikow: No, Mr. Chairman. I am very interested. I would just like to make sure I understood. You say if a doctor can pass that E.C.F.M.G. examination, then they are permitted to come to Quebec, to work in a hospital for two years and then to write the Medical Council examination?

Dr. Roy: They are permitted to come to Quebec to work in a hospital. They can stay for five years. The permit we issue to them is renewable for five years. But after a year and a half they are allowed to apply to sit for our own licence examination. Very few do it. We give them a chance to do it but they do not do it. If they do it, all they have to do after they pass the examination is to wait for the Canadian citizenship requirement. But after that, when they have taken it out, they will be able to practise. We have to find a way to make these doctors of use to the population outside of Montreal.

I know that some provinces insist on an English examination for foreign-trained graduates. I do not feel it is discriminatory in Saskatchewan or B.C. to be sure that the man understands English. We are thinking, in Quebec, of not making it compulsory but insisting that most of them have a good knowledge of French. But we will not make it compulsory because if a man from Britain wants to come and be a professor or a teacher at McGill I do not think we would prevent him from doing so. But, we do not feel that the Greeks, the Iranians and the Indians should all stay in Montreal and should all be English-speaking, and not be of use to our population at all. They stay in Montreal only to go back to the States. We want to use them and we want to keep them.

Mr. Orlikow: But, the standard you set for permitting a person to work in a hospital and to write the Medical Council of Canada examination is the same whether that person is a graduate of a medical college in India, Pakistan, France, Greece, Belgium or any other country?

Dr. Roy: It is exactly the same thing.

Mr. Orlikow: Is there no special restriction on colour, race or creed?

Dr. Roy: The only difference results from the place they get their qualifications. If a Canadian doctor studies in France he is treated by us as a foreign-trained doctor. If a French doctor studies in Montreal, he is a Canadian-trained doctor, and the requirements of a Canadian doctor apply to him. But, there is one point that seems to be confusing. In order to be able to sit the Medical Council of Canada examination one doctor must have an enabling certificate from one licensing body. The requirements of the different licensing bodies differ. They are not the same all the way. In Quebec we will issue an immediate certificate for permission to sit the examination only if the doctor has a licence to practise in Quebec. If he passes the examination he is welcome in our province, but in some provinces it is not that way.

Mr. Orlikow: Mr. Chairman, I think I have just about finished. One thing concerns me and I can give one particular case which I know very well. A psychiatrist who graduated in medicine in the Philippines, who practised in my own province of Manitoba—as a matter of fact, he practised in Mr. Dinsdale's home town of Brandon—and who practised in British Columbia, wanted to move and prac-

tise in Ontario. He was turned down and has now gone to the United States where he is working in a very big veterans' hospital. This is the kind of problem which, it seems to me, we have got to face up to and find a solution for.

Mr. Dinsdale: Mr. Orlikow, are you referring to a gentleman who was employed at Brandon Hospital for Mental Diseases? He could not get an Ontario licence?

Mr. Orlikow: That is right.

Senator Desruisseaux: I have a supplementary question. It has been rumoured that there have been representations petitioned by some immigrant doctors—interns—working their way to becoming admissible here. Some protests were made about their treatment in certain ways. Have you any such knowledge?

Dr. Roy: No, I have never had any complaints about these foreign-trained doctors. As a matter of fact, I think we are welcoming them and there is only one criterion, which is competence. We are willing to study any request made by them. As a matter of fact, we have a meeting next week and we will study about 40 requests of foreign-trained doctors. All they have to do is to give us the names of the places where they are studying and we have the same rules for everyone. There is no discrimination at all.

The Joint Chairman Mr. Klein: Dr. Cameron would like to add something in answer to your question, Senator.

Dr. Cameron: I think, Senator Desruisseaux, the situation in Quebec has been very ably outlined by Dr. Roy. In some parts of the country this situation is held up as being very tough, to say the least, and very wrong because it is so tough, particularly the citizenship clause. But as he has told you, and to my knowledge, this is correct. There has not been any such complaint. I believe personally that this is because the rules are very definitely stated and anybody knows in advance. It is a free country and a man does not have to go to Montreal, Quebec City or Chicoutimi. If he goes there, he knows what the rules are and he knows that he is not going to get a licence for five years. You may think this is foolish, or not. Again, you can have your opinion, but there is no doubt about what the rules are.

In the country as a whole there is confusion because the rules do not stand out clearly and distinctly and then these individual cases come up which have to be dealt with as

individual cases, and no matter what the decision is it is bound to seem arbitrary and nonsensical to somebody or other.

I would like to get back to our brief and I would like to keep reminding the Committee, if I may, that our intention here was to try to be constructive, to really get an assessment of the big problem in line with what was outlined in the White Paper, and to make some positive suggestions. I do think it should be clear to reasonable people that if the recommendations we submitted to you were translated into action it would make this sort of situation that Mr. Orlikow has outlined impossible. In other words, in the case of the psychiatrist he talked about—I do not know the gentleman or the details of the case—if such a person came to Canada he would know before he came what the rules were. If he met the qualification standards then there could be no question about his being licensed anywhere. I think this is a reasonable position and we hope very much that it will seem a cogent suggestion to all of you.

We realize there are these complaints. Some of the individual cases become very complicated, indeed, But they occurred; they have led to controversies; they have led to an acute sense of injustice, rightly or wrongly. But, this has happened and we do not like this any more than you gentlemen do and we would like to see it corrected. We think the way to do it is to set down the rules very clearly, and by agreement have them applicable across the country, so that any medical person coming to this country would know in advance that having met these preliminary qualifications his future was not insecure at all and that he would be licensed in due course if he met the other requirements of the regulations.

Senator Fournier: Mr. Chairman, I would like to know whether the personnel of the provincial licensing authorities are all members of the Medical Association?

The Joint Chairman Mr. Klein: Of the Canadian Medical Association?

Senator Fournier: Yes, are they members? Are the personnel or members of the licensing board of each province all members of the Medical Association? Are they all doctors?

Dr. Cameron: Yes sir, they are all members. There is, perhaps, some misunderstanding about the Canadian Medical Association. The Canadian Medical Association is a voluntary association of doctors. Any doctor in

Canada can belong to the Canadian Medical Association. It is a professional association. The licensing body is, in effect, a feature of government. It is a situation in which the people have delegated, through the licensing authority—this varies from province to province—the responsibility for setting regulations and applying them with regard to licensing. So, in each province any doctor who holds a licence is automatically a licensed doctor and the licensing body is then in this sense, I suppose, representative of a captive audience. We have all got to belong to it. No one has to belong to the Canadian Medical Association. It is a free association and, as Dr. Peart has told you, it does indeed include the vast majority of the doctors in Canada.

The Joint Chairman Mr. Klein: I might say that we have translation now and if anyone would feel more comfortable speaking one language or the other we would welcome their doing so.

Senator Fournier: Then, I would assume from the answer that all members of provincial licensing authorities are members of the Medical Association?

Dr. Cameron: No, they are members of the medical profession but they are not members of the Canadian Medical Association, necessarily. They are not on the licensing body because they are or are not members of the Canadian Medical Association.

Senator Fournier: Then, they are not all members. That is the question I wanted answered.

Dr. Roy: They could be, but they are not. The governors of the licensing body are elected by the doctors in each province divided in districts. They could be specialists or members of such and such an association. But they do not have to belong to an association in particular. They could be members of no association at all.

Senator Fournier: Let me go down to a lower level now. They would all be doctors, regardless of any qualification?

Dr. Roy: Oh yes, they have to be doctors.

Senator Fournier: If I were a lawyer I could not belong to the licensing body?

Dr. Roy: No, just as I cannot be a member of the bar.

Senator Fournier: That is a consolation.

Dr. Latour: While I am here to support Dr. Cameron in his brief, which I find a very ideal solution to many of our problems, it seems to me there is one major obstacle to the application of the recommendations and that is that in Canada, as it is at present constituted, each province has the right to set its own medical rules and regulations. The brief does not seem to clarify what the Canadian Medical Association intend the government to do about the application of these principles were they accepted as ideal. How would we go about forcing the provinces to respect the very simple recommendation made by the brief?

The Joint Chairman Mr. Klein: I see that the doctors have the same problems as the members of Parliament.

Dr. Cameron: Mr. Chairman, I would rise to answer this question with some enthusiasm. I did describe briefly the way in which the Canadian Medical Council was established. I am not a student of the history of the proceedings of the House of Commons, but if a member of the Committee could tell me any other occasion on which all provinces agreed unanimously on anything except this particular act, I would be delighted to hear it. So, we have a very proud tradition in medicine that we have got everybody to agree on things and I have no fear of this. I believe that when reasonable suggestions are made that meet reasonable needs we will get agreement and I would just like to point out to Dr. Latour that there is no thought—and I am sorry that this thought should have come up—in this brief at all, that there would be any forcing of anyone.

Obviously a screening examination of the sort we have suggested would work only if everyone agreed, but the need is great and the problem is the same everywhere. The White Paper has outlined what the policy of the country is going to be and certainly I have no fear in saying that I believe personally that the doctors and the profession all over this country, the licensing bodies and the Dominion Council would, together, find a way of making this possible. I do not think it is up to the Canadian Medical Association or the House of Commons to tell them how to do it, but at least we would hope very much that you would indicate ways and means by which it would be possible to get them together with a strong recommendation that this be done.

If legislation is required, again obviously it would have to be by agreement, but surely there are ways and means, and let us not

start off by assuming we cannot do something. If we have to do something, certainly we can do it.

Senator Langlois: Dr. Cameron, your delegation today consists of delegates or representatives from only two provinces, I understand.

Dr. Cameron: Sir, the Canadian Medical Association took the opportunity of submitting a brief, and we are so delighted that you have seen fit to receive it. There is no brief from the individual licensing bodies of each of the provinces, but because the substance of this brief does obviously imply an effect on licensing bodies, on this occasion, as we always do as an association, we tried to bring together representatives of other professional bodies which have individual responsibility. So, an invitation was extended to the licensing bodies of the individual provinces to join with us this morning to answer questions, if they wished to, or to amplify anything that we have submitted in the brief. This is a brief from the Canadian Medical Association, not from the licensing bodies.

We are very happy indeed that the Collège de la Province de Québec did send representatives this morning and the province of Saskatchewan sent their registrar, Dr. Peacock: The others have not sent representatives. This is not to suggest that they are not interested in this. We had hoped that many of them might come. We had no idea whether any at all would come. It would not have made that much difference as far as our brief is concerned, but we thought it would be useful to the Committee if they were here, and we felt you would be interested to know that we had, in fact, invited them. That is as far as we can go.

Senator Langlois: But, Dr. Cameron, has your brief been submitted for either comment or approval by the other licensing bodies?

Dr. Cameron: Yes, Mr. Chairman, all the licensing authorities in Canada have received this brief and they appear to be in general agreement with it. We have had a good deal of general acceptance of the recommendations that we submit in this brief, both from our own provincial divisions and the licensing authorities across Canada.

Mr. Dinsdale: This is supplementary on a point of clarification. I understand that there is reciprocity of certification between the provinces for physicians trained in Canada. Is that correct, Dr. Cameron?

Dr. Cameron: Between the provinces?

Mr. Dinsdale: Yes, between the provinces.

Dr. Cameron: Reciprocity is not the right word. The Dominion Medical Council examination can be taken by any doctor who has an enabling certificate from any of the provinces. If a young person from Saskatchewan goes to school in Toronto, he is registered in Saskatchewan, you see, and if he happened to want to stay in Ontario, in the old days he would have had to write a special examination for Saskatchewan and another one for Ontario; if he then decided he wanted to go to B.C. or Newfoundland, he would have to write examinations again. So what happened here was that the provincial licensing authorities agreed that if an individual had the certificate of the Dominion Medical Council, this would be accepted in lieu of a provincial examination. You must be clear, sir, that each province has this clear right to set examinations and regulate the licensing of doctors, but the establishment of the Dominion Medical Council was a unique step forward in making it possible to have mobility with the least duplication of examinations.

The Joint Chairman Mr. Klein: When you say Dominion Medical Council, you really mean the Canadian Medical Council.

Dr. Cameron: Yes, the Medical Council of Canada.

Mr. Dinsdale: A specific case was referred to, where a physician was certified in Manitoba but to be certified in another province he would have had to take the provincial examinations of that province.

Dr. Cameron: You see that is the sort of thing that causes friction. We have heard from Dr. Roy, that if a foreign doctor with the proper preliminary qualifications came to Manitoba, had an enabling certificate, took the Medical Council of Canada examination, then he would be free to do what the Canadian graduate can do, but it also implies that he must meet any other stipulation of the individual province. If he wanted to come to Quebec, for example, at the present time he would not be required to write any more examinations, but he would not be given a licence until he became a citizen of Canada.

Mr. Roxburgh: The same thing applies in education.

The Joint Chairman Mr. Klein: Excuse me, I think Dr. Roy wanted to add something.

Dr. Roy: I just want to clarify some terms. Certification applies to specialist examination only. You certify him specialty, or you certify him general practice, as some, I think, now, but you get a licence to practise. There is a difference between a licence and a certificate: a certificate is a certificate of specialty; a licence is a licence to practise. You get the licence from the Medical Council of Canada, not the certificate.

Dr. Cameron: Yes, he was using the term certification in the sense of—

Dr. Roy: In 1967, I do not think it is good sense to ask our own Canadian graduates to pass the Medical Council of Canada examination. I think there should be reciprocity between the provinces, and one Canadian graduate should move from one province to another without having to pass an examination because, as a matter of fact, they practically all pass. Ninety-seven to ninety-eight per cent pass, because all medical schools are very well organized now. Perhaps that was not the case in 1912, but I think something should be done among the licensing bodies to have reciprocity between them, but this is different for the foreign-trained graduate.

(Translation)

The Joint Chairman Senator Langlois: Doctor Roy, has something been done in the field of reciprocity between the provinces?

Dr. Roy: I have with me a letter from the registrar of British-Columbia who asks me to study this question at the time of the next meeting of registrars in June next and I know that in our present legislation there is a provision that if another province accepts our graduates, we will accept the graduates of that province by reciprocity. But it has never been done for autonomist, nationalist, political reasons and I think that Quebec is today the least separatist of the provinces since we are with the Canadian Medical Association.

The Joint Chairman Senator Langlois: Doctor, is there much difference between the requirements of these different medical associations of the provinces?

Dr. Roy: Yes, if you look at the rules of each province, you will find there is great variety from one province to another, that is the problem, the rules for the licence vary, the rules governing the issuance of certificate vary and there are also special requirements for specialists. So, there are ten completely independent authorities in the provinces set-

ing up the rules as they wish, in their particular way, there are no coordination agencies and the Council of Canada only exists to set examinations for graduates from provincial schools of medicine.

The Joint Chairman Senator Langlois: Does that affect the standards of certification, do you think?

Dr. Roy: Let us say there is not so much difference in the point of view of standards, but in the past there were provinces which had lower standards than the others, and which more readily accepted candidates from other countries, because they needed doctors. But the major problem is that these provinces did not realize that the doctors to whom they issued certificates did not practise in those provinces, they went outward, they went to Ontario and Quebec and that is why Ontario protested so vigorously and would not accept the certificate of the Canadian Medical Council, because, for example, Newfoundland at a certain moment, was issuing certificates to practically any doctor, even if he had never been there, he simply sent \$5 through the mail and sometimes the candidate did not go to Newfoundland, but went to Quebec and we, in Quebec, want to see the certificate, we want to see the candidate, we do not want to have the candidates from other provinces.

(English)

The Joint Chairman Mr. Klein: Gentlemen, may I point out—and I do not claim to be innocent of it myself—it is now 11.25 and we have been dealing with jurisdictional problems. May I suggest that we try to get back to the brief? Mr. Bell, Senator Fournier is through.

Mr. Bell (Carleton): I wonder, Mr. Chairman, if I might ask Dr. Cameron if he will elaborate on how the principal recommendation would work out in practice? What would be the administrative structure under which it would be possible to carry out the first recommendation on page 17, and I quote:

that the number of doctors from abroad admitted to Canada should bear a direct relationship to the number actually required in the country.

How is this determined? Is it anticipated that there would be a projection at the beginning of each year of the number there would be and that there would then be an actual recruitment campaign for that number to fill that precise balance? If so, where would you

advise the Minister of Manpower and Immigration to carry on the recruitment program? How would he go about it? What I am trying to do is to get the recommendations of the CMA regarding the administrative structure the department should create in order to carry out the recommendation.

Dr. Cameron: Mr. Chairman, this, of course is a difficult question. I am not familiar with the structure of the department itself, but in a general way I think it is clear that the recruitment should bear direct relationship to need. The first thing is that we have to have some statistics, and I presume that the new Department of Manpower will be addressing itself to this problem. I do not know, sir, at this moment, whether the department knows any more, or has statistics about the number of unskilled labourers, skilled labourers and various categories let alone professional people that we actually have in the country at the moment and until we know that we are not likely to have a precise figure of what we need. Certainly, in the case of medical manpower, our own organization probably has developed the best statistics that are available at the moment, and we know that these are very incomplete. We do not have the type of secretariat or the resources to do this properly. I would have thought that the first thing is to establish a system of knowing where we stand in these matters.

In the brief we have taken general guidelines of the relationship of doctors to population as the best yardstick, and this is used all over the world as a fairly good guide to the adequacy of manpower in the medical field. It is only rough, but it is a pretty good index. At the moment, as you have seen in the brief, we can make some approximation of the figure and I would like before going any further, to stress a point which I hoped I would have the opportunity of doing. That is that, of course, ideally we should be able to produce, all or very nearly all, the professional people that we require right within our own country. As you have seen also, we are a long, long way from this. The Canadian Medical Association, together with the University Associations and virtually all the health sciences groups, have stressed in the last decade the urgency of this problem. At the moment the gap is great. We are in the position, as you have seen, of graduating each year some 1200 doctors, whereas last year 996 foreign doctors came into this country. This is extremely unsatisfactory. We are completely dependent, as a nation, on very close to 50 per cent of the

doctors that are going to be looking after the people of this country. We are very very lucky that we have been able to get them, but the supply of these recruits varies. It was predicted by the Royal Commission on Health Services that the supply would begin to dwindle. As a matter of fact, this prediction has not yet come true, but it could happen at any time because of circumstances outside our control as a nation. If, for example, the situation in western Europe or in the Asian countries or the other parts of the world from where these immigrants come, changes so that they do not want to emigrate, you can see immediately what the repercussions would be on our manpower situation. While it is not an immediate part of our brief on immigration, I think we cannot escape the fact that great attention must be paid to the development of our resources to produce the medical manpower and ancillary health sciences people that we are going to require and do require in this country.

It is only the difference between that and our total needs that will have to be met by immigration. Then we expect that indefinitely there will be, we hope, some increment from abroad, but the ideal situation would be when this gap closes to the point where we are not in a vulnerable position. We are in a very vulnerable position now, but happily there are large numbers of recruits hammering on our doorstep, so that the question of going out and recruiting them is not an immediate problem now; it is rather the other way around, of seeing that there is no waste. If we really need 900 doctors from abroad this year, then it seems rather silly to bring in 1,000 and find that only 600 of them really are capable of being accepted as we have shown here. It would be much more sensible, we believe, if the need is 600, to bring in 600 that can meet those needs, and let the other 300 stay where they are because it just leads to problems and dissatisfactions and general wastefulness.

You asked a pretty searching question about how the department should go about this. I should have thought the first thing is to get these statistics straight and this would require statistical studies which I do not think are completed yet. That would be the number one job. The second point of where you get them depends on where the supply is and this varies from time to time.

Mr. Bell (Carleton): Where is the supply today?

Dr. Cameron: This is indicated in this. We have the Western European countries; the

large bulk of them have come from the United Kingdom, but more and more are coming from other parts of the world. These were not broken down and Dr. Peart, does not have the figures here this morning, but these could be obtained for you, sir, if you want them. If we went to India and mounted as recruiting campaign, I am quite sure that there are very many highly qualified medical men there and I dare say we could recruit them. We would not be very popular with India, though.

Mr. Bell (Carleton): All I am asking you to do is to put yourself in the position of the Minister of Manpower and Immigration. If he intends to carry out your recommendation, what does he do? You say, establish the need and then go out to meet the need. In what countries should he establish the screening process, because presumably that has to be abroad.

Dr. Cameron: The screening process would not be a difficulty, sir. The examination would have to be set, as we see it, by Canadians in relation to our own standards, and remember that this is a dynamic thing. If we were in a position where we just had to have 1,000 doctors or our people were going to get no care at all, then as reasonable people we would probably be prepared to accept a lower standard. On the other hand if we needed only 100 men, and there were 1,000 applicants, we would be very unintelligent if we did not take the best 100 or something as close to it as we could, so I think that the examination must be under Canadian control. Taking the examination is not difficult. This can be done through the Department of External Affairs in our own embassies which pretty well encircle the globe. I do not think that this is a difficult problem.

Dr. Roy: I will give you a quick breakdown of the foreign doctors who are training in the province of Quebec: 5 are from Germany, 1 from Afghanistan, 68 from Egypt, 25 from Argentina, 6 from Australia, 4 from Austria, 23 from Belgium, 4 from Bolivia, 5 from Brazil, 1 from Bulgaria, 18 from China, 2 from Chile, 17 from Colombia, 1 from Cuba, 26 from the Dominican Republic, 61 from Spain, 68 from the United States, 43 from Great Britain, 14 from Greece, 2 from Guatemala, 32 from France, 131 from Haiti—that is a large number and if you consider the quality of the only medical school they have there that is too many—2 from Honduras, 5 from Hungary, 8 from

South Africa, 77 from India, 19 from the West Indies, 2 from Iraq, 51 from Iran, 3 from Ireland, 11 from Israel, 10 from Italy, 8 from Japan, 2 from Jordan, 1 from Laos, 45 from Lebanon, 1 from Malaysia, 1 from Morocco, 3 from Mexico, 1 from Nicaragua, 19 from Pakistan, 1 from Panama, 9 from Peru, 76 from the Philippines, 12 from Poland, 10 from Portugal, 10 from Roumania, 2 from Russia, 1 from Switzerland, 2 from Czechoslovakia, 1 from Tunisia, 45 from Turkey, 1 from Uganda, 6 from Venezuela, 1 from Viet Nam, 3 from Syria, 17 from Yugoslavia, 1 from Ecuador, 5 from Indo China, 4 from New Zealand, and South Korea 10. That is a lot of nations and some hospitals are really in short supply in those nations.

Mr. Bell (Carleton): The United Nations have doctors, apparently.

Dr. Cameron: The point is at the moment we are talking about setting a standard which is open to anyone and at the moment I do not think any recruiting campaign is required and this sample from the province of Quebec, perhaps, gives you some idea of what is actually happening and I believe that this is, at least, a representative sampling of what is going on across the country. This kind of set of statistics needs to be compiled on a national basis and broken down so that it can be readily useful.

The Joint Chairman Mr. Klein: Excuse me, Doctor. May I just ask, this is without a campaign?

Dr. Cameron: That is right.

Dr. Roy: That is the people we have now. Imagine the work of checking the credentials of these people. We get good co-operation at the moment from the Department of Immigration, but it is a big job and we have to be sure that these people are doctors. We have to check the credentials in their own country and in their own language. In December we found a doctor from Italy who came here under false representation with a false certificate. He is going to be deported from Canada and he has an appeal before the courts against the Immigration Department. We must be sure that these people are doctors. Why are they leaving their own country? Have they committed some crime in their own country? We want to have good ethical doctors. That is a big problem.

Dr. Peart: Mr. Chairman, I think that perhaps Mr. Bell is interested in the mechanics

of how this might work and we would like the opportunity of sitting down with the Immigration Department and other departments, perhaps, to work out the mechanics. The College of Physicians and Surgeons of Quebec has already done this with the Department of External Affairs and apparently have had a fairly successful program to date.

Dr. Cameron: This is the point, Mr. Bell: I think that one would envisage that the Minister would hopefully call on the professional organization—the C.M.A., in this instance—which is widely representative of the doctors of the country. Also clearly the licensing bodies would have to be brought together with a view to giving agreement on whatever is done and then finally there would have to be some instrument created for the actual authorization and carrying out of the examination. While this is going a long way ahead, we do have the Medical Council of Canada which has assumed this role for one purpose, and whether the present act would allow it to take on this additional chore is a technical matter which the senator as a lawyer would, no doubt, be able to help with.

There are different ways of doing this. Perhaps a new examination body would have to be authorized. Perhaps existing organizations could be used with slightly different terms of reference, but if there were agreement amongst the licensing bodies of the provinces that if whatever plan was worked out met their needs they would agree to it, then the actual mechanics of the thing would not, in my opinion, be too difficult.

Mr. Bell (Carleton): May I take it one step further, and assume that the screening process has been gone through and the foreign medical graduate has not been able to meet the screening. Would you have a complete prohibition against such person entering Canada, or would you permit entry to him on the basis that he would at no time in the future apply for licensing?

Dr. Cameron: I would not want to be dogmatic on this, sir. I certainly see no reason why he should be prohibited from coming to the country but the question that Mr. Orlikow raised so clearly I think is important. That is, that any individual who fails to meet the standard of the screening examination could not possibly be under any misunderstanding. If he was given a visa to come to Canada, it would be clear to him that he was not going to be granted a license to practise. If he presented his case to interested kind-hearted

people—and, perhaps, in the past sometimes emotions have been aroused about this, and sentimentality on occasions as well as other things—everybody in the country, all the citizens, would know what the situation was and there would be no question. If the man had not met the standards then he would have no real claim to get a licence to practise. He could come to the country if it was desirable to have him in some other capacity. That is the answer to the first part of the question.

The second thing is; would he be prohibited from trying again? I do not think so. I do not know of any—or many—examinations that are an all or none affair. I do not think that we had any such thought in mind.

Mr. Bell (Carleton): May I put the reverse side of the coin to you and that is whether there is any fruitful field for exploration in the retrieving of Canadian-trained doctors who may have gone abroad? There was some very interesting information brought down in the House yesterday in other academic fields on what is being done by the Department of Manpower and Immigration in what is called "Operation Retrieval". Is this a fruitful field to explore on the part of the CMA in co-operation with the Department of Manpower and Immigration? If so, how would you go about it?

Dr. Cameron: This is actually already in action. I see Dean McCreary of the University of British Columbia in the visitors' seats down here. The Association of Canadian Medical Colleges has recently taken an active role in this very field as part of this program, I believe. The retrieval of Canadian manpower, of course, really comes down to retrieving them from the United States, and it is not particularly different in medicine than it is in other professional categories. Again, it is very difficult to get precise data on this. There is a large group of Canadian medical graduates in the United States and if you take the approximation of the figures—the best that one can get—it looks pretty terrible.

There are, however, large groups of Canadian graduates who are pursuing post-graduate education in the United States and when they are there very attractive opportunities come their way and many of them do, indeed, stay on. Many of them, of course, come home and at any one time it is hard to know exactly what they are going to do. Certainly, every effort to bring them back is something that we subscribe to, and we would certainly welcome an opportunity to sit with the Minister to discuss ways and means of

doing this. Usually the ways and means are resources. These people are given attractive working conditions and salaries which sometimes it is not possible to match in this country. If we are to get them back—and this was stressed in the point I made a little while ago—we need to provide not only many more graduates of our own than we do at the present time, but we have to create a milieu in which they can work happily and effectively, and which will make them stay in their own country. We very much agree with you that this is a worthwhile thing to do.

Mr. Bell (Carleton): I think it is clear from the answer to a question yesterday that the Department of Manpower and Immigration has fully underwritten occupation retrieval and I venture to suggest that perhaps you should be fully involved in it.

Dr. Pearl: Mr. Chairman, I think Mr. Bell is quite right. The Association of Canadian Medical Colleges, in conjunction with the Association of Universities and Colleges of Canada and the Department of Manpower and Immigration, has done a great deal in retrieving scientists of all types from the United States and, I think, from elsewhere, but as Dr. Cameron mentioned, more than money is required to attract them back—it is also research facilities and working conditions. The United States can give more in this respect than we can at the moment. However, I think there has been a fair amount of success in attracting some doctors back to Canada, but there are many more who have yet to come back.

Mr. Roxburgh: Mr. Chairman, Mr. Orlikow and I were just discussing that. I can see this research and as you know, I am all for immigration, and I can see doctors going across into the States because of better facilities, better money and so on but, as Mr. Orlikow said to me as I sat here—and I was thinking the same thing—it seems almost immoral to go out and put on an immigration campaign to take the best from the countries that need it the most. I do not know what to think about it. Frankly, it is a peculiar situation. I know all countries are doing it. I can see a doctor coming from Pakistan or some such country because conditions are better. I can also see that you have to have a general over-all examination, which is a good thing—there is no doubt about that—and I think it has to come because it is not right now. This has been shown in one case and we can pick dozens and so can you gentlemen. But actually to set out with an immigration policy to

take the best from the countries that need it the most—I do not know. To me, this just does not add up. I guess it is everybody for himself and the devil take the hindmost those days.

The Joint Chairman Mr. Klein: Perhaps the only answer is discrimination.

Mr. Roxburgh: Not discrimination, no.

The Joint Chairman Mr. Klein: If we discriminate perhaps they will go back to their own country.

Senator Desruisseaux: Mr. Chairman, parts of my question have been thoroughly answered. As I look at this brief, I find it very valuable in the way of information, and as I go over these statistics I think they are quite straight forward and, looking into the future, quite probable. I see that some statistics have been studied on the basis of what was said in 1961. For instance, on page 9 it says:

Our 1961 study showed the detailed method of working out the rate of attrition which varied on both sides of 3%.

The royal commission's views, of course, are 3.2 per cent. Then there are the projections. In view of the recent legislation on medicare, will these figures be affected or would you say that we need more doctors now than we did before?

Dr. Cameron: I think I will ask Dr. Peart to answer that, sir. The royal commission's figures, I believe, took this into account.

Dr. Peart: Mr. Chairman, there are different figures in front of you in tables V, VI, VII and VIII. They all give different doctor-population ratios. The ones in Table V give an improved rate, in the right hand column, down to one doctor for 795 people in 1980. The royal commission and the CMA both have done these studies based on improved doctor-population ratios. In other words, we think as the royal commission thought, that under the medicare program we need more doctors. I think everybody would agree to that. Now, whether the 795 ratio is adequate is the question. I personally do not think it is.

The Joint Chairman Mr. Klein: What do you think it should be?

Dr. Peart: I do not know, but I think the demand for medical care under the voluntary and commercial insurance programs has indicated that there is going to be a great public demand for medical services insurance un-

der a government medicare program. It is anybody's guess how many doctors will be required.

Dr. Cameron: Senator, the figures here, as you see, show the projection by 1965. The figure now is over 23,000 is it not Dr. Peart? The projection a few years ago was that this would be somewhere between 22,770 and just over 23,000. Actually we have reached those figures and yet we do not have medicare across the board in the country, so that all these figures Dr. Peart has mentioned probably are underestimates. They certainly are not overestimates. This simply makes the problem more acute. All of our projections and suggestions are certainly not overstatements; they are understatements, we believe.

Senator Desruisseaux: Thank you Dr. Cameron.

The Joint Chairman Mr. Klein: If there are no further questions I should like to put a question to the delegation. A very interesting brief was submitted the Polish Congress which indicates that with a population of 30 million people there now are approximately 16,000 medical students in Poland. Canada, according to that brief, has only 4,000. Would you consider, in view of the serious situation as pointed out in your brief where approximately 40 per cent of the medical doctors that will be required in Canada cannot be supplied from Canadian sources, that perhaps the pre-medical requirement be eliminated now as a crash program for Canadian students, so that they can enter medical school immediately from high school?

Dr. Cameron: Sir, I think I can answer this fairly quickly, and the answer would be "no" at the present time, because there is no actual need for it. The medical schools are not undersubscribed. There are students each year turned aside by every medical school in the country.

The Joint Chairman Mr. Klein: Yes, but they cannot afford it. There are many excellent students who just cannot afford it.

Dr. Cameron: No, it is not at the pre-medical level. The trouble is that there are not enough places in the medical schools themselves. I know that every medical school has undertaken to expand to the absolute maximum. That is going on very actively at the present time and, in addition, new medical schools have been started in the country. At the moment two new ones are being formulated, and just recently a new one was

authorized in Newfoundland, but despite this the bottleneck is not that there are vacant places and that we need recruits and can lower the standards for admission. There are just not enough places in medical schools and there will have to be an expansion.

The Joint Chairman Mr. Klein: Well, let me ask you this: It seems to me that the one area in which there could be federal aid to education without interfering with provincial rights would be in the medical schools. Any thought of political supervision or interference would not be present, I think, in the medical schools, as it might be in some other faculty. Would the Canadian Medical Association favour federal aid to the medical schools in this country and to start free education to medical students.

Dr. Cameron: Mr. Chairman, when the Royal Commission on Health Services was published, one of the recommendations on the side of education, which I cannot quote verbatim, was to the effect that within six months, the educational groups concerned should meet and make specific recommendations to the government.

I think it is a point of pride in the Canadian Medical Association that this association took the responsibility of doing that. Within the six-month period, a conference was held with all of the organizations concerned with medical education and very specific recommendations were submitted to the government, including vastly increased financial resources for the refurbishment and expansion of our medical schools as well as the development of new ones.

To date, many years later, we are still waiting somewhat impatiently to have some of these things translated into action, but I think there is no question on this point: that these recommendations have been made and there is no doubt about the policy of the Canadian Medical Association in this regard, that the need is great and very large sums of money will be required to translate this into fact.

Now, on the constitutional problem, I do not think it would be proper for us to go into any details on this. We feel this is a matter which you, gentlemen, as the experts in the field, will have to grapple with, but we do not feel that this should be a block to seeing that the resources needed are funded and that a means is found to see that they get to the place where they have to produce the action.

The Joint Chairman Mr. Klein: I want to come to one last point. This point was raised

by Dr. Roy. What suggestions would you make for attracting medical practitioners to small communities which are now bereft of medical care, in many instances? What suggestions would you make?

Dr. Cameron: You mean as far as immigration is concerned?

The Joint Chairman Mr. Klein: No, I am talking about medical practitioners, whether they be immigrants or whether they be Canadian doctors. How do you get them back on the farm.

Dr. Thomson: Mr. Chairman, could I speak to that just for a moment? This is not a Canadian problem, but a world-wide problem. We ran into this in India, Pakistan, the Philippines, and we ran into it in all other areas where we have been. China, as a matter of fact, was one of those who said that now, of course, they must get the people away from the city to the country and to live with the cousins for a while.

However, the Medical Association in Canada and its various divisions are actively trying to determine means and methods by which more doctors can be attracted towards those needy areas in the rural districts and in the country.

All I can tell you, sir, is that they are actively working on that and trying, as far as possible, to enlist the aid of government in the assistance of programs which will give a better distribution of the doctors in the different provinces.

Dr. Roy: I have personal views on this. I, personally, practiced in a rural area for four years and I feel that if every doctor, before going into a specialty, went into a rural area, he would have a better understanding of patients and the population; but I do not think this could be made compulsory.

This is my personal feeling. I think it gives something to a doctor when he has seen the people in their own homes, and when he has really seen the difficulties under which some people are living.

The Joint Chairman Mr. Klein: And it does something for the patient, too, to have a doctor see him in his own home.

Dr. Roy: That is my personal view, but not necessarily that of our College.

The Joint Chairman Mr. Klein: May I ask you just one last question. Again, you raised this question, Dr. Roy, so I would like to pursue it just for a moment. I am not saying

this facetiously, but I say it from a point of personal experience. When I returned one night from Ottawa to my home, my wife was ill. I tried to get a doctor but I could not get one; they refused to come. I do not say this of all doctors. I had to take her to the emergency ward of a hospital.

There has been a system, for example, among the druggists, where they have an understanding that certain drug stores will remain open all night in certain areas. Is it possible, and I do not say this facetiously, to have a pool of doctors who could be called upon certain evenings or certain weeks for night calls to patients?

Dr. Roy: Two years ago our College studied that question and prepared a brief to the provincial government. We had a plan for emergency calls in the Montreal area. The doctors were willing to co-operate, but the organization of that plan would have cost \$75,000. The city of Montreal did not want to pay for it and we could not afford to pay for it. We asked for a provincial grant and it was refused.

But we feel that someone—I think it should be the provincial government—should take the responsibility of organizing a system for night and weekend calls for the doctors. I am sure the doctors would co-operate. This has been organized in some areas and is working very well, but someone has to pay the bill, though.

Senator Desruisseaux: Mr. Chairman, it works in our area, that is for sure, and we do not have any grants.

• (12.00 noon)

Dr. Roy: This may be a little bit different in Sherbrooke and in Ville la Salle or in small homogeneous places but Montreal is such a big place and most of the doctors are living outside the city. A doctor from the west end will not go down to the east end because he does not know the people. He has no personal inter-relationship with the patients. You must also understand that when a doctor is called at 2 a.m. he does not know who he is going to meet. It might be a thief; it might be anybody.

Someone has to organize this in a big city like Montreal because doctors have to be protected, and we feel it is a governmental responsibility. I am sure the doctors would co-operate, but we need some help in order to do it.

Dr. Latour: With reference to this question, I think it is only fair to both the doctors of

Montreal and the population to point out that there are five emergency medical services; there are several of them that do cover weekends. We have a law at the College that doctors cannot advertise so the population is not aware that these services do exist, but they are listed in the telephone book under the various names of the emergency medical services. However, we are prevented from advertising.

The Joint Chairman Mr. Klein: Cannot the College of Physicians and Surgeons of Quebec advertise these centres?

Dr. Latour: Can we advertise them?

Dr. Roy: Everything is possible.

Dr. Peart: Mr. Chairman, I do not wish to prolong the discussion, but in some parts of Canada there are very well organized emergency call systems, and in large cities, too. I hate to say that Toronto has one and Montreal has not, but they do have one in Toronto.

The Joint Chairman Mr. Klein: Is it subsidized by the provincial government?

Dr. Peart: No; it is organized by the local Academy of Medicine.

Senator Pearson: Mr. Chairman, does this relate to immigration?

The Joint Chairman Mr. Klein: Well, it has to do with immigration, in the sense that, perhaps, we had better get some foreign doctors in to do the job that has to be done. If there are no other questions—

Mr. Dinsdale: Just as a final question—

An hon. Member: On immigration?

Mr. Dinsdale: Yes, on immigration. I conclude from Dr. Cameron's remarks that this ratio of physicians to immigration and physicians to medical schools could be changed if there were sufficient funds available for medical training. Your brief, apparently, is predicated on the fact that there will be no change in the program. How long would it take you to gear up to—

Dr. Cameron: A rough figure is ten years; if the funds were available, if you were able to get the funds for a new medical school, it would be about ten years before you were actually getting something off the production line. Perhaps that could be speeded up, but that is reasonably close to the figure. So that

the change in the production of our own doctors is something that takes time. A great deal is already being done, but not nearly enough. Every year it is delayed, the benefit is just that much further in the future.

I would like to try to make it very clear that our brief was presented because this is a Committee studying manpower and immigration. I think the principles we have enunciated here are applicable no matter what the situation is. We have tried to point out, based on the best facts we could secure, that at the moment the gap is a very big one—almost 40 per cent—and that this is most alarming and ought to be to all Canadians. I do believe that most Canadians would agree with us that a much more vigorous effort should be made to close the gap in terms of producing these trained people from our own resources.

But, having said that, then the question remains, what about the immigration and manpower problem? Whatever the gap is, we should know what it is. This is where the manpower side comes in. As far as immigration is concerned, we feel that it should be related to whatever the manpower gap happens to be, and the ways of going about it are not really dependent on how big the gap is.

There are the points that Mr. Bell raised that if the gap is very great and if the supply is slight, then you may actually have to mount a recruiting program. It makes it even more important that you have, as a nation, control of the screening process, which is dynamic and can be set in relation to your needs and your own contemporary standards.

Fifty years from now, a screening procedure considered adequate at the present time might be quite inadequate as our standards, by that time, may have risen. In reverse, if we had a great depression or something, maybe lower standards would be acceptable. We do not know but we think the principles here are sound. We must have control of this in Canada and we must do it realistically. We must try to narrow the gap between the needs and known production of medical manpower. There will always be a requirement for trained people from abroad and we hope the principles enunciated here can be translated into a sensible machinery for obtaining them.

The Joint Chairman Mr. Klein: I want to thank the delegation of the Canadian Medical Association very much, not only for a very interesting brief, but for giving us a very interesting session this morning. We are very pleased to have had you here and thank you very much for coming.

Dr. Cameron: Thank you very much, sir.

The Joint Chairman Mr. Klein: I would ask the Senators and the Members of Parliament to remain as we have another delegation here. They have a very short brief, and I will ask Mr. Quan and Dr. Kong to be good enough to come up to the table.

Gentlemen, I am very pleased now to have with us the representatives of the Mon Sheong Foundation. I am very pleased to welcome here Mr. David Quan and Dr. Shiu L. Kong. Who will be presenting the brief? Will it be you, Mr. Quan?

Mr. David Quan (Mon Sheong Foundation, Toronto): Yes, I will be presenting it.

The Joint Chairman Mr. Klein: I will now ask Mr. David Quan if he would be good enough to summarize his brief for us. I think we would be interested in knowing a little bit about the background of the organization represented by the delegation. Would you be good enough to inform us?

Mr. Quan: Gentlemen, the organization is a very young one. We were incorporated under a provincial charter of the Province of Ontario in October 1965. The group is made up primarily of people of Chinese extraction, either Chinese immigrants or Canadian-born Chinese. Maybe I should read the objectives of the Foundation since I have a copy here. To save time, it may be simpler if I just read our covering letter. I think this would summarize it.

One of the chief aims in the charter of the Foundation is to assist and promote the social and economic welfare of immigrants and citizens of Chinese origin. For this reason we are taking this opportunity of presenting a brief on the White Paper on immigration policy.

The group is made up, primarily, of professional and business people, and because one of our programs in the city of Toronto is a study and investigation of manpower, in this particular case relating primarily to the Chinese population, we felt that we should at least submit some comments and opinions on the brief as relating to the Chinese population.

We do not know this, but we understand that we are the only Chinese organization in Canada that has submitted a brief. If this is the case it is, perhaps, a bit unfortunate.

The Joint Chairman Mr. Klein: Are you a national organization?

Mr. Quan: No, we are purely a local organization formed only in the city of Toronto. The broad thinking behind the foundation—and this was the thinking of the original founders—is that we would hope some day that this organization of ours would be a national foundation.

The Joint Chairman Mr. Klein: Is there one in the Chinese community?

Mr. Quan: A very loose one and politically oriented. By political I mean politically oriented towards Nationalist China, of course. They have been in existence for quite some years. They go by different names. You cannot tell from their names what they are, or whether they are directly connected. Toronto is known as the Chinese community centre. This organization was formed primarily so that we would not be limited by political affiliation, religion or otherwise.

A major program that we have going right now is the construction of a proposed home for the aged for the elderly Chinese. This is a serious problem. In actual fact, it is a partial result of the past immigration policy, so we have an extremely high percentage of Chinese males. It is out of proportion compared to the normal percentage.

In summarizing the brief, we must first apologize for its shortness.

The Joint Chairman Mr. Klein: Some of the greatest documents in the world are short; the Ten Commandments; the Gettysburg Address which took three and a half minutes.

Mr. Quan: First, we are of the opinion that the White Paper reflects progressive and positive steps on the part of the Canadian Government, not only to look after the manpower requirements of this country, but also to improve the current situation with regard to immigration in particular, we feel, in relation to Chinese immigrants.

One of the points mentioned in the brief is that of the pre-immigration counselling service in the country of origin of prospective immigrant. Although we did not mention it in the report, the White Paper makes no reference to the consideration of such facilities for Chinese immigrants. There is a problem here, of course. Immigrants can come either from Formosa or Hong Kong, but we note that there is no mention of such facilities for the Chinese.

We are in agreement with such a program because the qualms of the immigrant in Canada can be reduced quite considerably by

this pre-immigration counselling service in the country of origin. The problems of occupation, the personal adjustments, the difference in living standards, and so on, I think are best points to describe to the prospective immigrant before he gets here.

I think another consideration is the differences in the economic standards and the cultural and political backgrounds. These are difficult to assess. I think when the immigrant reaches this country and is confronted with these differences, it makes the adjustment considerably more difficult.

One consideration we thought worthwhile mentioning is that if the immigration program is going to concentrate on the skilled and qualified immigrant, you then have the problem—and it has been mentioned in a previous hearing here today—that we are robbing the country of origin of its skilled manpower. We feel that perhaps a reciprocal training program, whereby you send Canadians to the country concerned to assist in training people in new skills would be one way around this problem. This would be a form of mutual aid program.

Dealing further with the White Paper, we are suggesting that the Minister of Immigration should set up advisory committees with the following responsibilities:

To review and designate areas with well-qualified immigrants.

To design our effective immigration promotion and recruitment system and program in accordance with the local characteristics and values of the area in particular.

To uncover possible psychological and communication barriers that may stand between prospective immigrants and our external recruitment centres. And finally,

To develop and establish effective means of helping new immigrants to integrate into the Canadian society.

In order to make these committees function more efficiently and also to assist them, we are suggesting that the membership of these committees should include lay experts from the particular ethnic group that is involved or being considered. This can be by virtue of their identity, their academic achievements, and their personal experience and background in such matters.

These advisory committees also can review immigration programs and study the feasibility and desirability of establishing alternate

orientation programs to meet changing needs. These programs also involve voluntary groups or individuals to maintain contact with a prospective immigrant as a means of pre-immigration counselling, and should the individual emigrate to Canada, follow up with a post-migration orientation program. Another sort of people that could be drawn into assisting these committees would be the large number of people who pay home visits to their native countries.

In concluding, we would like to point out that there is a large pool of qualified, adaptable and industrious Chinese in Hong Kong and Formosa. Many of these, of course, are willing to emigrate to Canada. The flow of migration, of course, from these sources is limited, first by the present immigration policy, and also by the extremely limited promotion and recruitment facilities in these areas. We earnestly hope that the Department of Immigration will take steps—as a matter of fact, immediate steps—to correct and alleviate this situation. One of the first things we think should be corrected at this point is the present discriminatory aspect of the Act in relation to sponsorship which, as pointed out in the White Paper, favours Europe and America.

Another aspect of the present immigration policy is the weight that is exercised by the present field officer, for example, in Hong Kong. This young individual can be responsible either for permitting the individual to emigrate to Canada, or preventing him. There should be some means of appeal whereby another field officer can review the case and submit a completely independent report.

In concluding my summary of this brief, I would just like to state that the foundation wholeheartedly agrees with the spirit of paragraph 104, where it states that it is proposed:

to establish and maintain consultative machinery so that concerned individuals and organizations can play a fuller part in devising improved methods of assisting immigrants to feel at home in Canada.

The Joint Chairman Mr. Klein: Is that the end of your brief?

Mr. Quan: Well, we could elaborate a little further, but we might as well wait for questions from the floor.

The Joint Chairman Mr. Klein: Yes, we will wait for questions from the floor.

Dr. Shiu L. Kong, Member of the Min Sheong Foundation, Toronto: Mr. Chairman, may I elaborate a little more?

Mr. Dinsdale: Mr. Chairman, I regret that I have been called away. I am host at a luncheon and my guests have arrived. Will there be an opportunity to question the delegation later?

The Joint Chairman Mr. Klein: We had hoped to conclude our session by completing the question period this morning with the delegation. I doubt that we would be coming back again. Perhaps the senators might defer to you if you would like to ask a few questions. I have Senator Fournier and Senator Pearson on the list. They both have shown their willingness to let you proceed.

Mr. Dinsdale: Well, I would like to have heard a supplementary presentation.

The Joint Chairman Mr. Klein: Perhaps a supplementary might be very short.

Dr. Kong: If you have a specific question we will be happy to deal with that first under the circumstances.

Mr. Dinsdale: I am interested in your comment that there is a substantial pool of potential immigrants in Formosa and Hong Kong who could meet the qualifications outlined in the White Paper—the education, the skills and other qualifications. Now, if this is so, why is there not a greater flow of immigrants from these two sources?

Mr. Kong: I might answer that question in two parts. One is that the promotion and recruitment facilities that exist in Hong Kong now, are very limited. The reception area is very small and there has been very little publicity to make known to the general public the potentials of Canada, and also the definite requirements under which a potential immigrant may be admitted to Canada. There are no such facilities in Formosa at all.

In examining the White Paper, we consistently found that, purposely or not, the question of the Chinese as potential new immigrants has not even been mentioned in the White Paper. For example, paragraph 19 mentions that a shortage of staff exists in recruiting areas in southern European countries and Asian countries, and that there is a significant backlog of cases in these countries, but there was no mention of any statistics of our backlogs in either Hong Kong or Formosa.

The other part of my answer to your question is that, because of these limitations, there exists a kind of psychological block within the Chinese community in these places which bars the potential immigrants from even making any application at all to emigrate to Canada. Coupled with this, we have quite a pool of facts about the ways that applicants were treated in Hong Kong. This arises from two difficulties; one is because some of them do not speak English, so you have to rely on interpreters, and I believe from my own observations these interpreters were not well trained in terms of interviewing procedures and attitudes, and so on. Also there have been a large number of cases where applicants were refused interview and admission into Canada just verbally, without any written statements to explain why they were not qualified for admission. Because of the background of these people, naturally they do not make any attempt to appeal. Does that answer your question, Mr. Dinsdale?

Mr. Dinsdale: Yes. You are saying that if the opportunity were there and the facilities for processing were present, then there would be a larger rate of migration to Canada. Regarding the educational problem, I presume that most of the young people in Hong Kong have an opportunity for a general education. It is a British colony and their educational standards would be fairly high.

Mr. Kong: That is correct.

Mr. Dinsdale: Do all young people have an opportunity for a formal education?

Mr. Kong: I would not say all, but education has been one of the very important aspects of Chinese life, and both the people who can and who cannot afford it would strive for an education. So, it is quite safe to say that a large portion of the population in Hong Kong are educated to the equivalent of a secondary education.

Mr. Dinsdale: Would the same standard of education apply in Formosa?

Mr. Kong: The standard of education in Formosa is slightly higher than that of Hong Kong.

The Joint Chairman Mr. Klein: Senator Desruisseaux has a supplementary question.

Senator Desruisseaux: Just so that we cannot be misled, I have here some statistics about Chinese immigrants. In 1962 there were 876, in 1963 there were 1,571, and in 1964 there were 3,200, so immigration increased four times in three years.

Mr. Kong: I think those statistics should be interpreted in relation to the statistics of immigrants from England and Europe and other countries, and also with consideration of the proportion of Chinese in the world and the very crowded conditions in Hong Kong.

Senator Desruisseaux: I am not holding you up against anybody. I am just quoting these statistics to steer the committee right.

Mr. Quan: I would like to add one other comment to Dr. Kong's remarks. In my business, which is a consulting engineering firm, with the present manpower situation I have only one Canadian out of 25; they are all immigrants of different racial backgrounds. I have a Syrian; two Chinese—one from Formosa and one from Hong Kong—five Indians; this just goes on and on. But, the point I would like to make is that the immigrant from Hong Kong and Formosa who is willing to come to this country, especially in the last three to five years, is a considerably better educated Chinese than the immigrants that have been coming to this country. A large percentage of the immigrants who have been coming in, of course, are parts of family units, people who are here now. The newcomers are better educated and many of them speak English and, as a matter of fact, good English from the standpoint of their skills, they are not in my particular category because I am in a technical field and you would not say their technical background is on a par with similar people in Canada, but certainly they are more than adequate. Their biggest lack is that of experience, because the areas they come from do not present the opportunities for acquiring experience. But from the standpoint of whether these people would make good skilled immigrants, I think the answer is a definite yes.

The Joint Chairman Senator Langlois: Senator Fournier?

Senator Fournier (Madawaska-Restigouche): Mr. Chairman, this brief is not long but it brings out a lot of good points. It is very similar to many of the briefs which we have received. They all seem to point in the same direction and contain the same recommendations and remarks. However, there is one recommendation on page 4 which I would like to mention. It reads:

follow up with post-migration orientation. The large numbers of Canadian citizens

I imagine you are referring there to what I might call Canadian immigrant citizens?

Mr. Quan: That is right.

Senator Fournier (Madawaska-Restigouche): who pay home visits to their native countries each year may very well be mobilized to serve in the pre-immigration counselling programmes.

This is the first time to my knowledge that we have received such a recommendation. This is a recommendation which has merit, and to my mind it certainly deserves some attention.

The Joint Chairman Senator Langlois: Thank you, Senator Fournier. Senator Pearson?

Senator Pearson: I would like to ask a question. A good many of the refugees in Hong Kong and possibly in Formosa are living in extreme poverty. At the same time, would these people be qualified to accept positions in Canada if they were given a chance to come to this country?

Mr. Quan: My answer to that is quite positive. The refugees who succeeded in coming out from China in the post-communist era were the ones who were economically more sound and educationally of higher standards. This is one of the biggest factors, that they were able to come out from all parts of China, keeping in mind that China is a very vast country and the difficulties involved in somebody from the north coming down to the south and being able to adjust to the new environment in Hong Kong. To give you an example, in the past decade there has been established about six or seven universities and colleges of higher education, and all the teaching staff are refugees. They were refugees who were able, as I say, to adjust to the Hong Kong situation and to compete with the local inhabitants. So, my answer is that they are the cream of the crop.

Senator Pearson: If the recruitment was more intensive from the Canadian point of view in Hong Kong and Formosa, would we be able to bring a great many people from those areas into the general labour market, rather than just the technical market? I realize that your colleague is on the engineering staff, but would they be able to go into forestry and mining, and such like? Are they qualified to do this?

Mr. Kong: I would also say yes because, as we all know, the communist government has been in existence for over ten years now, which means that a large portion of the ref-

ugees that came to Hong Kong from China over the years included not only intellectuals from all over the country but also a large portion of farmers. They had only come to Hong Kong in recent years from the southern part of China, particularly Kwangtung province, which is adjoining the peninsula, so that there would be an equal number of people who are in the lower education bracket who would be able to contribute to the basic labour force.

The Joint Chairman Mr. Klein: Senator, I think that Mr. Quan has something to add.

Mr. Quan: May I just make one comment. Perhaps I should be specific here and refer to the immigrant Chinese—rather than the Canadian-born Chinese, because the Canadian-born Chinese have a great tendency to acquire a higher education, whether it is for status or whatever the case may be, rather than obtaining training and background in the trades; for example, a machinist or a carpenter. I think the immigrant Chinese quite often, if he is skilled in those particular trades, will find himself confronted with a reluctance on the part of unions, for example, to accept people of Chinese origin. For instance, you do not find, very many Chinese carpenters or machinists in the city of Toronto and this particular situation, of course, may affect the likelihood of these people going into those particular trades. In the professions the problems of discrimination, for example, are considerably less.

The Joint Chairman Mr. Klein: Would you say that they are high in the labour unions?

Mr. Quan: I have no facts to prove it, other than the observation that there are very few Chinese people in trade unions.

The Joint Chairman Mr. Klein: Well, might that not be the case because they just do not happen to be interested in that particular trade?

Mr. Quan: That partly answers the question but, for example, I know of people who have skills in a trade—for example, machinists—and their feeling has been that even though they are members of a union they do not feel they are getting equal treatment. For example, a plumber gets his job from the union hall and, of course, if there is to be any discrimination that is one place where it could be applied. It may be inadvertent, but certainly the end result is effective.

Mr. Kong: Mr. Chairman, relating to this point may I also add as an historical background to the situation that exists in the Chinese community in Canada the fact that you find that the constitution of the population consists mainly of perhaps two extremes in terms of their vocational levels. You have a large portion of them who are professional people with university education and beyond, and you have a large portion of them who are in the restaurant business and the reason they do this type of work is quite obvious.

Years ago when the first immigrants came to this country they somehow merged into a basic business like laundry or restaurants. After the war, when they were permitted to bring their children here, naturally they looked to their children as successors to their trade. Therefore you find the typical situation of a young male immigrant who comes from either the old country or Hong Kong, let us say that he is about 18 years old and perhaps, because of the fact that his daddy was able to send adequate money for his education, he receives a high school education in Chinese. Now, when he arrives in Canada he cannot speak English at all, or very little, and the logical place for him is either the kitchen, the laundry or waiting on tables. Now, after a lapse of five or six years these young lads, who spent their young days back home and had their aspirations, and so on, now find themselves in an odd situation and they ask themselves, "What have I done? I am buried in the kitchen and after five years I do not speak English because I did not have a chance".

This is very much the concern of our foundation and it is in line with the concepts of both immigration and manpower that the government is taking. For example, we have been making considerable efforts to set up machinery, through the sponsorship of provincial and federal funds, to mobilize these very potentially retrainable people so that they will expose themselves to opportunities in retraining and vocational programs. We have not been very successful in obtaining definite government commitments to actively help in our honest endeavour, but this is the direction in which we are moving. However, this does not mean that this kind of situation will continue for some time where you have people in the labour force and people in the upper professional class and nobody in between. We have noticed that since the current policy of immigration began there has been a large flow of immigrants who are in the technical skilled labour category and their prob-

lem, of course, is the problem of learning to speak English, learning to adjust to conditions, the use of North American tools, and so forth. We submit that it is in this particular area that perhaps the manpower division should concentrate its attention.

Senator Pearson: I would like to talk about the new ideas that the young Chinese have. I know these people very well and in the province of Saskatchewan I know of one restaurant keeper in a small town who sold out his restaurant and became a grocer in one of the large cities in Saskatchewan and he has done very, very well. He had his son trained as a dentist and he is doing extremely well. Another chap who was a restaurant keeper spent \$30,000 on buying a farm and he is now a very successful farmer. There is quite a big family of them and they are all being educated. They all speak excellent English and they were the very best of students. I think they can adjust themselves very quickly from this restaurant/laundry idea into becoming just like the ordinary citizens of the country. This has been my experience of them. I know that one of them became quite a band player and he is now doing quite a lot of work in music.

The Joint Chairman Mr. Klein: Mr. Quan would like to add something.

Mr. Quan: Just to elaborate further on this situation, I think there is one aspect of the problem of integration of an immigrant Chinese into the Canadian community and society that cannot be overlooked, and that is the attitude of the Chinese parents, many of whom have lived in this country since the turn of the century. I will not elaborate or go into the details of the problems of discrimination that these people have experienced and have had to deal with. I can speak from personal experience of some of the problems, not 30 years ago but within the last 15 years, for example.

These parents are pre-conditioned and also, because of the particular approach to life that Chinese people have—they are not as aggressive, for example, as other ethnic groups—if they are discriminated against, as they were, they would then choose to take a pacifistic approach and say to themselves, "All right, we will have no dealings with the rural life at all, we will stay in a big city and live in Chinatown". If they are in a small town they may be the only laundry or the only restaurant in that little town and they just live within the confines of the four walls of their homes.

Now, because of past immigration policies a great many of the men who were brought into this country—and let us face it, with the economic situation as it was in China at the turn of the century most of them were married people with families—were brought over as labourers. They were then completely prevented from bringing their families over because of the Exclusion Act of 1922. Eventually, of course, with the repeal of the Exclusion Act and under the Immigration Act these people could bring their families over. When they bring them over, they can only tell these people of experiences in their own terms, what they had to deal with, and they tell them that they are going to run up against problems of discrimination, and immediately and unfortunately these same people are then pre-conditioned. You will notice in a city like Toronto or Vancouver that a great many of these people who now have the intelligence and the ability to acquire a trade, rather than a professional education, will not do so, they will work as waiters or take menial jobs in the Chinese community. Now, this is just one problem area.

Another thing that we cannot ignore is that with any racial group that is discriminated against there is always the psychological problem of compensation taking place, and one form of compensation would be, "All right, then, I will prove to you I am just as good as you are." So what do you do? You go and get a higher education. If you look—and let us in this case take the Chinese people in particular—at the professions that Chinese people generally get into you will find a predominance of them in engineering and in medicine, the odd one in law, and none of them in the arts.

The Joint Chairman Mr. Klein: But you also get Nobel prizes.

Mr. Quan: I am speaking of the Chinese Canadians in particular. Now, it is a different story with the Chinese immigrant who is well educated because the conditions under which he obtains his education in China are more normal ones. There is not this problem of compensation. For example, in my own particular case I was born in Toronto, my parents were immigrants, and "operation bootstrap" was what I managed to achieve. I am a professional man and have become so just in the one generation. It is generally understood that people who come from a given economic and social background can very seldom get out of that because of the total circumstances

that generally prevent him from doing so, but in the case of Chinese people there is this drive, for whatever reason is beside the point, but unfortunately it creates this large gap. As I said, I have draftsmen in my own employ right now, and these are the first of what I consider to be the trades. A Chinese draftsman is practically unheard of, and I am quite sure that it is only a matter of time before we will get machinists from Hong Kong. Let us face it, if you take a look at the imported products from Hong Kong you will realize they have to be made by somebody with the skills, so there is no doubt that the skills are there. It is a case of attracting them to this country.

Senator Pearson: The whole question, then, is that we need a strong agency both in Hong Kong and Formosa to recruit Chinese people to come to this country?

Dr. Kong: That is right. I also think that the ways and means by which you do the recruiting and advertising is very important. As an example of this, the Board of Education of the city of Toronto started a morning class in English for immigrants. For a number of years they had not been getting any students and then we took up the job of advertising in Chinese, for example, and put posters up in shops, and so on. In the course of a little over a year we increased the enrolment in the classes, which was originally 16, to 205. We had a report from the Board of Education that the progress rate was of such a magnitude that it amazed the educators. Many of our students over the short period of a year or so had advanced from primary classes to Grade VIII and graduated with honours. This points out the tremendous importance of locally mobilizing languages and means of communication that can reach these ethnic groups. This applies to Canadian-born as well as to people who are potential immigrants.

Senator Pearson: In other words, more advertising?

Mr. Quan: I think it goes a little further than that. I do not want to bore you with details but I will just elaborate on this particular program in which we became involved with the city of Toronto. The program actually had ground to a halt. It started out as a program of conversational English for immigrants in the city of Toronto. In the September 1965 term the enrolment was down to the point where the Toronto Board of Education threatened to cut off the program. Inadvertently we became involved in this

and, as Dr. Kong pointed out, we did it merely by asking the Board of Education to advertise in the ethnic papers. The surprising thing about that is that when we asked them, "Where do you do your advertising?", they made this statement, "We advertise in the *Toronto Daily Star*, the *Telegram* and the *Globe and Mail*." Our reply to that was that if an individual can read any one of those three newspapers he does not need conversational English. Then we said to them, "Why do you not advertise in the ethnic papers?" We got the usual reply, they either did not think of it or they thought it was the policy not to do this. We then got the Board of Education to advertise in the Chinese paper in Toronto, and through handbills and the posting of notices they increased the enrolment in January by 100 per cent, and every term then increased it. An interesting point about this is that the first students they got were literally eight years of age and eighty years of age. This was the appeal that it had at the beginning and they were mostly women. In fifteen months, instead of just grade I, we filled George Street public school in Toronto, period. They now teach eight grades and as of next term in September they will have to consider grade X and they are going to have to use another school to do this. In the grade VIII classes, for example, there were 16 who graduated with honours, and of the 16 there were 12 Chinese. The attendance record of the Chinese has been more than above average. In fact, I have some figures

here that are very interesting. The Italian and the Greek population in Toronto are quite a bit larger in comparison with the Chinese population, and yet in the city of Toronto classes the Chinese group was the third largest and next in line to those two. We can only attribute this to the fact that we, as an organisation, were the means of getting the information to these people, that the Toronto Board of Education has these programs available.

The Joint Chairman Mr. Klein: Are you through, Senator Pearson?

Senator Pearson: Yes.

The Joint Chairman Mr. Klein: Well, Mr. Quan and Dr. Kong, we are very happy to have had you here this morning. You may be certain that your brief will be taken into consideration in the deliberations of this committee. I would ask the consent of the committee to have the brief which was submitted by the Canadian Medical Association and the brief of the Mon Sheong Foundation made part of the record of the deliberations of this committee and that they be printed with the minutes of the meeting. We thank you very much, gentlemen.

Senator Fournier: Mr. Chairman, I suggest that we call this a Senate committee.

The Joint Chairman Mr. Klein: On division.

APPENDIX A 3

Submission
of the
Canadian Medical Association
to the
Special Joint Committee of the Senate
and the
House of Commons on Immigration

Mr. Chairman and Members of the Committee:

1.

The Canadian Medical Association is grateful for this opportunity to submit a Brief on Immigration, with reference to the past, current and future implications on "medical manpower" in Canada. I am Dr. Douglas G. Cameron, Physician-in-Chief of The Montreal General Hospital, and Professor of Medicine at McGill University. I am acting as Chairman of this delegation, and as the designated representative of the Executive Committee of The Canadian Medical Association. I should like to introduce my colleagues, Dr. Arthur Peart, General Secretary of The Canadian Medical Association, Dr. Donald Aitken, Assistant Secretary, and some of the Provincial Registrars of medical licensing authorities, who have accompanied me to assist the Committee members with any questions they might have in relation to our presentation.

2.

At the outset, may I draw your attention to the fact that The Canadian Medical Association has no direct control over the licensing of physicians. Under Canada's constitution, this is a provincial prerogative, and traditionally the Legislatures have delegated this responsibility to a provincial "College of Physicians and Surgeons" or "Medical Board". These bodies

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administer the Medical Acts and/or Regulations, which have been authorized by the Provincial Legislatures. The purpose of the Acts is to protect the public, by insisting on an acceptable minimum standard of training and competence as the basis for granting licences to practice medicine.

3.

The Medical Council of Canada also plays an important role and it would perhaps be useful to give some background on the position of the Council, since there is often confusion as to the exact role played by this body through its administration of the Medical Council of Canada examinations. Prior to 1912, the aspiring physician was required to pass the examination and meet other stipulated requirements of the individual provincial licensing authority before a licence to practice in that province could be issued. There were difficulties when a doctor wished to move from one province to another, since to do so he had to be re-examined by the College or Board of his new province. This also applied to any physician who had completed his training in one province and wished to settle in another.

4.

In view of this situation, it was agreed by the provinces and authorized by federal legislation that a standard national examination be made available to properly qualified medical graduates in order to ensure a uniform minimum standard of professional excellence in Canada, and to facilitate mobility of practising physicians within the country. The provinces retain the right to examine applicants for medical licenses. In fact, the examination by a university to its final year medical students is often held conjointly with the examination set by the Medical Council of Canada. Successful candidates are granted a licentiate certificate, and are considered to have fulfilled the examination requirements of all

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provincial Colleges or Boards. Provided other requirements laid down in provincial statutes such as internship, basic science examinations, etc., are met, licentiates of the Medical Council of Canada are eligible to obtain a licence to practice in any province without further examination.

5.

The Canadian Medical Association has, on many occasions, stressed the need for increased medical manpower in Canada. Recommendations were made to the Royal Commission on Health Services in 1961 and 1962, and to the Government following the issue of Volume I of the Report of the Royal Commission in 1964. On several occasions subsequent to this, The Association has stressed the importance of ensuring a sufficient force of medical manpower. In view of a rapidly increasing population, and especially considering the far-reaching implications of the recent Federal Government legislation known as The Medical Care Insurance Act, which establishes the basis for a compulsory medical insurance plan, the problem of manpower has reached an acute stage. We must ensure that a sufficient number of doctors are being trained at home or obtained from abroad to render the amount of medical services which will be needed and demanded. At first glance, figures of physician-population ratios in Canada over the last few years appear to show an improving picture.

6.

TABLE I

ESTIMATED PHYSICIAN-POPULATION RATIOS CANADA, 1951 to 1965

Year	Estimated No. of doctors (Dec.31)	Estimated population corresponding year and month	Physician- population ratio
1951 (June)	14,163	14,009,000	1:989
1952	15,135	14,649,000	1:968
1953	15,829	15,195,000	1:960

(continued)

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Year	Estimated No. of doctors (Dec. 31)	Estimated population corresponding year and month	Physician- population ratio
1954	16,431	15,698,000	1:955
1955	17,221	16,081,000	1:934
1956	17,871	16,589,000	1:928
1957	18,523	17,048,000	1:920
1958	19,096	17,284,000	1:905
1959	19,800	17,678,000	1:893
1960	20,517	18,041,000	1:879
1961	21,577	18,434,000	1:854
1962	22,012	18,767,000	1:853
1963	22,751	19,093,000	1:839
1964	23,349	19,440,000	1:833
1965*	23,991	19,785,000	1:825

*(Estimated)

It must be pointed out, however, that these figures do not bear an exact relationship to the number of physicians actively engaged in clinical practice, but include all those who hold the degree M.D. whatever their actual employment, be it administration, research, teaching, or government service. It must also be noted that this improving ratio has only been made possible by the addition to our manpower pool of a substantial number of doctors trained outside our borders. Without this immigration, the situation would now be critical.

7.

Using the statistics available from a C.M.A. survey, the following table is put forward to show the present sources of medical manpower:

TABLE IINEW ENTRANTS INTO THE MEDICAL FORCE

1960-1965

Year	Foreign Trained Graduates Arrived in Canada	Foreign Trained Graduates Licenced in Canada	Canadian Graduates Licensees	Total New Licensees
1961	445	444	834	1278
1962	530	549	817	1366
1963	687	475	818	1293
1964	668	507	787	1294
1965	792	N.A.	835	N.A.

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8.

You will note that during the period from 1960-61 to 1963-64 (not including 1965) 2,330 medical immigrants entered the country, and during the same period, 1,975 foreign-trained medical doctors were licensed to practise in Canada. There is no suggestion that these are necessarily the same individuals, since, in some cases, depending on provincial requirements, time must be spent in internship and other areas of medical education before licensing is possible. The figures do indicate, however, that a very high percentage of medical immigrants are eventually licensed.

9.

You will also note that the foreign-trained medical graduates who received licenses to practice form a substantial percentage of all new licensees, varying in the years quoted, from 34.7% to 40.1%. This is illustrated graphically in Appendix II.

10.

A glance at Table II will also demonstrate that the number of Canadian-trained graduates per year has remained about the same, and that any gain in physician-population ratio is due to the acquisition of foreign-trained physicians. There has been considerable concern that this source of medical manpower may not continue at the same high level - equivalent to 60% of our own graduates, and comprising 35-40% of our total new licensees. It does not seem reasonable to expect that Canada will continue to attract such large numbers of doctors from abroad. Can we depend upon other countries to train doctors to meet our needs, and especially so when their own needs are pressing? The large supply of British-trained physicians which Canada has been receiving is a case in point, since economic and political developments could conceivably dry up this source at any time.

11.

In this regard, Tables III and IV show the countries of training and origin

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of physicians who have come to Canada, as far as this information was obtainable from the Dominion Bureau of Statistics:

COMPARISON OF PROPORTIONS OF DOCTORS "TRAINED IN" AND "RESIDENT
FROM" BRITAIN, U.S. AND OTHER COUNTRIES, CANADA 1961-64

TABLE III

TABLE IV

Country	Medical Licensees Medical Degree obtained in Given Country	
	No.	Per Cent.
Britain	1155	59
United States	84	4
Other Countries	729	37
Totals	1968	100

Country of Last Permanent Residence	Medical Immigrants	
	No.	Per Cent.
Britain	736	32
United States	367	16
Other Countries	1227	52
	2330	100

12.

In interpreting these tables, it must be remembered that the category "British-trained physicians" formed 59% of licensees, whereas only 736 or 32% of medical immigrants entering Canada were from Britain. This indicates that approximately one-third of the licensees from British universities were originally nationals of other countries.

13.

An important problem related to foreign medical graduates is the considerable number who enter Canada with the implied intention of returning to their countries of origin upon completion of special training here. A small proportion of foreign graduates entering Canada for training are sponsored under the aegis of the External Aid Office. The programs for these individuals are arranged efficiently, and the vast majority of them do return to their countries of origin as planned. The Canadian Medical Association is satisfied that this effort is very much worthwhile and a contribution to external aid in which all Canadians can take pride. The large majority of foreign students seeking training in this country have no demonstrable sponsorship. Although precise statistics are not yet

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available, there is ample evidence to suggest that many, if not most, of them are filling service roles in hospitals. While they no doubt acquire some useful additional knowledge, this sort of experience is no substitute for planned and supervised postgraduate training. The basic medical qualifications of many of these individuals are not acceptable to Canadian licensing bodies. Consequently, when individuals in this category decide to remain in Canada, they often encounter difficulty in obtaining licenses. This naturally leads to unjustified allegations of discrimination.

14.

It should be noted in passing that a study of the statistics made available by the Federal Department of Immigration shows that the percentage of physicians included in the total immigration to Canada has risen considerably since 1956. This is illustrated graphically in Appendix III, using statistics from the Department of Immigration. The preliminary 1966 figures for immigration of physicians into Canada reached an all time high of 995.

15.

What, then, is the projected need for physicians in Canada of the foreseeable future?

16.

Up to 1961, the doctor population ratio has remained fairly constant (see Table I). In 1961, The Canadian Medical Association established a projection of future requirements for doctors based on the median point between a constant physician population ratio of 1:879, the then current ratio, and a ratio designed to improve to 1:795 in 1980. These ratios, combined with various high and low population projections available at the time, produced the following figures of doctor requirements:

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TABLE V

PROJECTED DOCTOR REQUIREMENTS

Year	At a Constant ratio 1:879		At Improving ratios from 1:879 to 1:795 in 1980	
	No. of doctors for minimum population	No. of doctors for maximum population	No. of doctors for minimum population	No. of doctors for maximum population
1965	22,210	22,550	22,770	23,120
1967	23,110	23,660	23,940	24,400
1970	24,620	25,180	25,880	26,470
1972	25,660	26,300	27,250	27,930
1975	27,290	28,060	29,420	30,250
1977	28,460	29,310	30,990	31,920
1980	30,320	31,320	33,520	34,620

17.

In 1964, the Royal Commission on Health Services, ⁽¹⁾ using revised population projections and a constant physician-population ratio of 1:857 (the then current ratio) produced the following new set of requirements:

TABLE VI

ROYAL COMMISSION ON HEALTH SERVICES PROJECTION OF
DOCTOR REQUIREMENTS, CONSTANT 1:857 RATIO

<u>Year</u>	<u>Projected Requirements</u>
1966	23,683
1971	26,358
1976	29,443
1981	32,959
1986	36,809
1991	40,964

18.

The projected population used by the Royal Commission was based on a net immigration figure of 50,000 per annum. On the basis of ever increasing immigration since the Commission made its report, as indicated here:

1962 - 76,000
 1963 - 93,000
 1964 - 113,000
 1965 - 147,000

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it might now seem more appropriate to use the net immigration figure of 100,000. The physician-population ratio of 1:825 taken in conjunction with the 100,000 net immigration projection to produce a new estimate of Canada's doctor requirement up to 1991, yields the following results:

TABLE VII

CURRENT C.M.A. ESTIMATES OF DOCTOR REQUIREMENTS, 1966-1991

<u>Year</u>	<u>Projected Population</u>	<u>Doctors Required</u>
1966	20,571,300	24,935
1971	23,195,300	28,116
1976	26,213,200	31,774
1981	29,635,000	35,921
1986	33,377,000	40,457
1991	37,427,500	45,364

Future Requirements in Terms of Annual Increments to the Number of Doctors
19.

While the above figures indicate what our total requirements will be at five year intervals up to 1991, the major concern is really to decide how many new doctors need to be added to the active force every year in order to provide for population growth on the one hand, and the annual loss of doctors through death, retirement and emigration on the other. Our 1961 study showed the detailed method of working out the rate of attrition which varied on both sides of 3%. At that time we decided to accept 3% as the best predication for the rate of attrition. The Royal Commission, on the other hand, favoured an attrition rate of 3.2%. We are quite agreeable to accepting this slightly higher rate - since in 1961 we were attempting to guard against exaggeration. Given this rate, however, the following table is designed to show the needed annual increment to the medical force.

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TABLE VIII

THE REQUIRED ANNUAL INCREASE IN THE MEDICAL FORCE TO
MEET THE NEEDS OF INCREASING POPULATION
AND ATTRITION IN THE PRESENT DOCTOR FORCE
AT DOCTOR POPULATION RATIO OF 1:825

<u>Year</u>	<u>Doctors Required For Increasing Population</u>	<u>Replacements for Attrition at 3.2%</u>	<u>Total Doctors Required</u>
1966	636	798	1434
1971	732	900	1632
1976	830	1017	1847
1981	907	1150	2057
1986	982	1294	2276
1991	1050	1450	2500

20.

In our 1961 study, we had assumed that medical immigration would probably tend to taper off in the succeeding years. The Royal Commission made a similar assumption. Instead of this, however, medical immigration has continued to rise, reaching a level of 792 in 1965. The average number of immigrant physicians in the period 1953-1965 was approximately 500 per year.

Quality of Medical Practice

21.

There is a most important consideration to remember when we speak of foreign-trained graduates. The purpose of the licensing procedures described earlier in this brief is to protect the citizens of Canada. Specifically, it is designed to ensure that doctors licensed to practice in our country have attained an acceptable standard of professional excellence. The medical faculties of Canadian universities constantly strive to improve the competence of their graduates. On graduation, a physician trained in Canada has undergone a rigorous and lengthy period of formal education. It seems reasonable that the licensing bodies should insist that foreign graduates seeking licenses to practice medicine in Canada should have attained at least a level of education comparable to that of their Canadian colleagues. The maintenance of

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the highest possible educational and professional standards is essential in the interests of the citizens of Canada and is expected by them.

22.

In this regard, a review of the results of the Medical Council of Canada examinations is illuminating. It is important to bear in mind that to qualify for permission to sit these examinations, the candidate must possess an Enabling Certificate from one of the provincial licensing bodies. A candidate must satisfy the licensing body that he has had a satisfactory preliminary education and medical education, comparable, at least, to minimum acceptable Canadian standards, before an Enabling Certificate is issued. The proliferation of medical schools in many parts of the world during the past decade has made it virtually impossible to relate diplomas or degrees from a great many of these institutions to the standards represented by similar degrees from Canadian universities. In many cases, serious doubts about the standards represented by formal qualifications abroad has led to the practice of requiring individuals to spend a year in internship in an approved Canadian hospital before a decision is reached as to whether or not an Enabling Certificate should be issued. It becomes clear that foreign graduates granted permission to sit the Medical Council of Canada examinations are already a selected group whose educational standards have been accepted as comparable to the minimum acceptable Canadian standards. In effect, provincial licensing bodies sponsor these candidates for the Medical Council of Canada examinations in the same way that Canadian medical graduates are endorsed.

23.

In attempting to relate the examination results to figures showing the number of licenses granted to foreign-trained physicians, it must be remembered that some Canadian provinces have reciprocity with the General

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Medical Council of Great Britain. Registered doctors from Great Britain can be licensed without further examination in these individual provinces which are Alberta, Saskatchewan, Manitoba, Nova Scotia, Prince Edward Island and Newfoundland. The following table indicates the number and percentage of Canadian and foreign medical graduates who passed the Medical Council of Canada examinations since its inception. Appendix IV gives a graphic representation of the same information.

TABLE IX

MEDICAL COUNCIL OF CANADA (2)
EXAMINATION RESULTS

WHERE QUALIFIED	No. of Candidates 1919-1964	Per Cent Passed 1919-1964	No. of Candidates 1965	Per Cent Passed 1965
Canada	20,555	92.4	649	94.1
Britain & Eire	2,002	85.5	105	79.0
U.S.A.	667	66.3	22	72.7
All Others	3,733	46.6	204	38.2

The great disparity between the performance of foreign graduates from countries other than Great Britain and the United States is obvious, despite the fact that most of them have spent at least one year in a Canadian hospital.

24.

Screening Procedures

The Educational Council for Foreign Medical Graduates (E.C.F.M.G.) was created in the years after the Second World War, through the initiative of the American Medical Association and with the co-operation of interested educational and professional organizations in the United States. The Council (E.C.F.M.G.) established an examination, the object of which was to provide guide lines for judgment as to whether foreign medical graduates had achieved a standard of preliminary and medical education in the United States. This two-part examination can be taken in most parts of the

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world. One part is concerned with general medical knowledge, and the other part is designed to establish whether the candidate has a working knowledge of the English language sufficient to enable him to communicate adequately in an American environment.

This screening examination has been widely adopted by Canadian hospitals, and foreign medical graduates are not ordinarily accepted as internes or residents unless they have passed the E.C.F.M.G. examinations.

25.

The results of the E.C.F.M.G. are shown in the following table:

TABLE X
SUMMARY OF RESULTS - E.C.F.M.G. EXAMINATION (3)
1958-1965

	1958	1959	1960	1961	1962	1963	1964	1965
Total Number	1,142	4,840	14,768	14,222	14,535	19,130	18,511	18,337
First-timers	1,094	4,477	11,301	8,204	8,906	11,391	9,378	9,204
Cumulative First-timers	1,094	5,571	16,872	25,076	33,982	45,373	54,751	63,955
No. scoring 75 or higher	570	2,139	5,773	5,381	6,054	6,043	6,820	7,724
% scoring 75 or higher	49.9	44.2	39.1	37.8	41.7	31.6	36.8	42.7
Cumulative Total 75 or higher	570	2,709	8,482	13,863	19,917	25,960	32,780	40,504
Cumulative % scoring 75 or higher	52.1	48.6	50.3	55.3	58.6	57.2	59.9	63.3

It can be seen that eventually 63.3% of candidates achieved a passing score of 75 or higher, but the passing rate for those writing for the first time has varied from a high of 49.9 in 1958 to a low of 31.6 in 1963.

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26.

The results of the second part of the E.C.F.M.G. examination, which measures the candidate's ability to understand spoken English, showed that in March 1965, there were 794 failures (8.1%) among the 9,848 candidates who took the medical portion of the examination. The rate was 4.4% among candidates scoring 75 or higher on the medical examination, and 10.8% of those scoring below 75. In September 1965, the overall failure rate was 7.0% (591 out of 8,488); the failure rate among candidates scoring 75 or higher was 4.9%, and among those scoring below 75, it was 8.5%.

27.

On the basis of these data, it is interesting to consider the proportion of foreign medical graduates immigrating into Canada who are likely to pass the Medical Council of Canada examinations, and thereby qualify for licenses to practice in this country. Considering a group of 100 foreign medical graduates from countries other than Great Britain and the United States, and allowing for the demonstrated failure rates in the E.C.F.M.G. examinations and the Medical Council of Canada examinations, the proportion of successful candidates would be about 30:

63.3 would pass the E.C.F.M.G. examinations (using the highest percentage pass rate). Therefore, expected number passing L.M.C.C. would be:

$$\frac{46.6}{100} \times 63.3 = 30 \text{ (approximately).}$$

This is less than one-third the passing rate for Canadian medical graduates.

28.

The wastage of potential medical manpower, after the foreign medical graduate population has been selected and has arrived in Canada, is obvious. Moreover, mounting pressure on licensing bodies to somehow accommodate unsuccessful candidates is predictable. The Canadian Medical Association is deeply concerned about this dilemma, and it is our opinion that this is a matter of grave concern for every citizen. There is no doubt that Canada

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needs, and can accommodate, large numbers of well qualified doctors from abroad. However, it is not in the best interests of the country to permit a situation to continue, and almost certainly to grow, which will lead to an overall lowering of minimum professional standards.

The E.C.F.M.G. examination is perhaps a useful screening procedure for the United States, but it has proved far from an ideal instrument for Canada. Another major shortcoming for our purposes is that it is not available in the French language. It seems clear that there is an urgent need for a Canadian screening program for foreign medical graduates intending to immigrate to this country.

In 1962, the Committee on Medical Education of the Canadian Medical Association came to this very conclusion. There was considerable support for this view when the Committee reported in 1963. Unfortunately, as far as we were able to determine, immigration policy at that time would not permit the results of any professional screening examinations to play a part in decisions regarding the granting of entry visas. Under those circumstances, the Association did not feel justified in pursuing the matter further. It is of interest that the College of Physicians and Surgeons of the Province of Quebec, stimulated no doubt by the report of the Canadian Medical Association's Committee on Medical Education, has since established a screening examination of its own for all French speaking foreign medical graduates seeking recognition by the College in Quebec. The professional content of this examination is comparable to that of the E.C.F.M.G. examination, and successful candidates must demonstrate a working knowledge of the French language. The examination is available to candidates in many parts of the world through the good offices of the Department of External Affairs.

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Summary

1. The Canadian Medical Association has indicated in this brief
 1. that the responsibility for medical licensure in Canada is a provincial responsibility, that provincial medical licensing authorities are established to protect the public by requiring minimum acceptable standards of competency in medical practice, and that variations exist in the licensing requirements of the provinces.
 2. that the doctor population ratio has remained fairly constant for a decade although there are signs of slight improvement in recent years.
 3. that immigration and licensing of foreign medical graduates reached an all time high of 995 in 1966.
 4. that many foreign graduates, initially intending to return to their countries of origin, decide to remain in Canada, and because of inadequate educational backgrounds, cannot meet our licensing requirements.
 5. that a Canadian screening program, designed to select in advance those foreign physicians who are capable of attaining the standards required for licensing in Canada, is urgently needed.

The Canadian Medical Association wishes to stress again the urgent need for more doctors in Canada. We are well aware of the vital part played by immigration in maintaining a reasonable ratio of doctors to population in recent years. While every effort must be made to vastly increase the number of doctors trained in Canada, immigration of doctors will be essential to maintain medical professional manpower at a desirable level, for many years to come.

We welcome the timely study being undertaken by this Special Joint Committee of the Senate and the House of Commons on the important subject of Immigration and Manpower. In our view, medical manpower presents a serious problem in Canada today, and will continue to do so in the foreseeable future. The manpower problem is closely related to an Immigration problem. We submit that a satisfactory solution will depend on linking the two problems.

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Recommendations

The C.M.A. recommends that the number of doctors from abroad admitted to Canada should bear a direct relationship to the number actually required in the country. Moreover, every foreign medical graduate should be required to establish in advance acceptable professional qualifications, and demonstrate at least a working knowledge of either the English or French language, before being admitted to Canada. To this end, a Canadian screening program for foreign medical graduates, acceptable to the Department of Immigration, the Medical Council of Canada, and the provincial licensing authorities, is urgently required. The Canadian Medical Association gladly offers its good offices to assist, in any way, the establishment of such a screening procedure.

References

1. Stanislaw Judek; Medical Manpower in Canada, Royal Commission of Health Services, Queen's Printer, Ottawa, 1964, pp 266-269.
2. The Medical Council of Canada Annual Announcement, Ottawa, 1966 pp 21-23.
3. Report of the Council on Medical Education; J.A.M.A., Vol. 196, No. 10, June 6, 1966, p 880.

Appendix I

MEDICAL LICENSING REQUIREMENTS OF
THE PROVINCES OF CANADA

-- by individual province

PRINCE EDWARD ISLANDMEDICAL REGISTER

- (a) The Prince Edward Island Medical Register shall be kept in two sections: The Medical Register Active Section shall contain the names of those who have secured a license to practice medicine on Prince Edward Island during the current year; the Medical Register Non-Active Section shall contain the names of those who have initially registered in the Medical Register Non-Active Section and those who have previously been registered in the Medical Register Active Section but who have not secured a license to practice medicine on Prince Edward Island during the current year.
- (b) An Applicant shall produce evidence establishing that he is a Licentiate Medical Council of Canada or that he is registered on the General List of the Medical Council of Great Britain.
- (c) An Applicant for registration shall provide the Registrar with the following information to be entered upon the said Register: name, age, place of birth, citizenship, home address, dates of his medical degrees, diplomas or other qualifications and the names and addresses of the colleges granting such degrees, diplomas or other qualifications.
- (d) An applicant who has been practicing medicine in an area under the jurisdiction of another licensing body shall produce a certificate of his good standing with such licensing body, which certificate shall be dated within three months of the date of his application for registration to this Council.
- (e) The Registrar shall, upon the applicant satisfying the requirements of Sub Section (b), (c) and (d) of this Section, enter the applicant's name in the appropriate Section of the Medical Register.
- (f) On or about the 31st day of January in each year the Registrar shall transfer to the Medical Register Non-Active Section from the Medical Register Active Section the names of those who have failed to obtain a license to practice medicine for the current year in Prince Edward Island.
- (g) Applicants wishing to have their names transferred from the Medical Register Non-Active Section to the Medical Register Active Section must, in addition to securing a license to practice and paying the required license fee and transfer fee, provide the Registrar with whatever information the Council may require at the time such transfer is requested.
- (h) In cases where a registrant who has been residing or practicing outside the Province of Prince Edward Island desires to have his name transferred from the Medical Register Non-Active Section to the Medical Register Active Section he shall provide the Council with a Certificate of Good Standing from the licensing body having authority to issue licenses to practice medicine in the area where he has been most recently practicing dated within three months of the date of his application for such transfer.

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REGISTER OF SPECIALISTS

- (a) The Registrar shall keep a Register of Specialists in accordance with the Division of Specialties established by the Royal College of Physicians and Surgeons of Canada.
- (b) An Applicant for registration in the Register of Specialists shall be a registrant in the Prince Edward Island Medical Register and shall provide the Registrar with the name, age, place of birth, citizenship, present and home address, dates of fellowship or specialist certificates granted by the Royal College of Physicians and Surgeons of Canada or other similar bodies which are acceptable to the Council.
- (c) Any person duly registered in the Register of Specialists on the 1st day of May 1960 shall be deemed to be registered on the Specialists Register.
- (d) An application for registration in the Register of Specialists shall be referred by the Registrar to the Credentials Committee as hereinafter constituted for appraisal and decision.
- (e) The Medical Council shall appoint annually a committee to be known as the Credentials Committee, consisting of five members in good standing of the Prince Edward Island Medical Society to assess the qualifications of applicants and to determine whose names are to be placed in the Register of Specialists.
- (f) Applications for inclusion in the list of Specialists which may be received by the Council from time to time shall be passed to the Committee for appraisal and decision. The decision of the committee shall be transmitted to the Registrar, and by him to the Applicant. The decision of the committee shall be final. Applicants, however, may appeal the decision of the committee for the purpose of appearing before it in person to present new or further evidence of qualifications.
- (g) In its deliberations all matters before the committee shall be decided by simple majority. All members, including the Chairman shall have right to vote, but the Chairman shall not have a casting vote in addition to his vote as a member of the committee.
- (h) A name once entered upon the Specialists Register may only be removed by the Credentials Committee, who may initiate the proceeding for removal of a name, or may act upon information laid before it by the Medical Council.

CERTIFICATES

Certificates enabling the holders to write examinations of the Medical Council of Canada in the form provided by the Medical Council of Canada shall be issued by the Registrar to Applicants in the following cases under certain conditions:

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(a) PROVINCIAL REGISTRATION CERTIFICATEFORM A

In the case of an Applicant who is a graduate in medicine already registered in the Medical Register upon his written application and upon payment of the fee prescribed in Section 11 of these regulations.

(b) AN ENABLING CERTIFICATEFORM B

In the case of an applicant who is a graduate in medicine of a medical school acceptable to the Council, who has not been registered in the Medical Register and who has satisfactorily completed a twelve month period of internship in a hospital in this Province and who has provided character references satisfactory to the Council, upon his written application and upon payment of the fee prescribed in Section 11 of these regulations.

(c) AN INTERIM MODERATORFORM C

In the case of an Applicant who is registered in the Medical Students' Register, upon such Applicant producing a certificate from a medical school acceptable to the Council certifying that such Applicant is qualified to write such examinations.

BRITISH COLUMBIAREQUIREMENTS FOR REGISTRATION

Applicants for registration shall complete the prescribed form and fulfill the following requirements, including three current references.

CATEGORY I

Graduates of Canada, United States, Great Britain, Eire, Australia, New Zealand and South Africa.

These applicants must:

1. Present their Medical doctorate degree (LMSSA is not acceptable).
2. Have the Licentiate of the Medical Council of Canada (LMCC).
3. Present proof of having completed 12 months rotating internship in a hospital approved by the Council.

NOTE: Holders of specialty degrees from the Royal College of Physicians and Surgeons of Canada may not be required to present proof of rotating internship.

CATEGORY II

Graduates of Continental European Medical Schools.

These applicants must:

1. Present their Medical doctorate degree.
2. Have the Licentiate of the Medical Council of Canada (LMCC).
3. Present proof of one year of satisfactory internship in an approved Hospital in British Columbia or in a Canadian Hospital approved by the College of Physicians and Surgeons of British Columbia.
4. Applicants in this group may be required to have the standard Certificate of the Educational Council for Foreign Medical Graduates (ECFMG) and to pass the Basic Sciences examinations given in British Columbia.

CATEGORY III

Graduates of all other medical schools.

These applicants must:

1. Present their Medical doctorate degrees.
2. Have the standard Certificate of the Educational Council for Foreign Medical Graduates (ECFMG).

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3. Pass the Basic Sciences examinations given in British Columbia.
4. Have the Licentiate of the Medical Council of Canada (LMCC).
5. An applicant shall present proof of having completed 12 months general or rotating internship in a hospital approved by the Council.
6. Must present proof on one year's satisfactory internship in an approved Hospital in British Columbia.

NOTE: Applicants in Categories II and III holding the Certificate of Specialization granted by the Royal College of Physicians and Surgeons of Canada or holding the Fellowship of the Royal College of Physicians and Surgeons of Canada, will not be required to have ECFMG or to pass the Basic Sciences examinations or to serve one year of internship in British Columbia provided that at least one year of specialty training has been taken in an approved Canadian Hospital.

GENERAL INFORMATION

1. Rotating internship must comprise a minimum of:
 - 3 months Medicine
 - 3 months Surgery
 - 1 month Obstetricsthe remaining 5 months to be taken in the various specialties which must include gynaecology.
Letter from the Hospitals concerned, outlining services covered and length of time spent on each service is required.
Council must be satisfied that the applicant's services during this period of internship have been satisfactory. In the event of an adverse report the applicant may be required to take a further period of internship.
2. An applicant shall submit a Certificate of Good Standing from the Province, State or country in which he was last in practice.
3. An applicant, not being a Canadian or a British subject as defined by the Canadian Citizenship Act, shall have filed intention of becoming a Canadian citizen, and produce documentary evidence of having done so. An applicant, not being a Canadian citizen, shall produce his passport and visa.
4. An applicant must be able to read, write and speak the English language to the satisfaction of the committee on registration.
5. An applicant shall be required to make a personal appearance before the Committee on Registration and produce original documents regarding his qualifications.
6. All applicants are advised that it may require thirty days for completion of registration procedure outlined herewith.

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7. The fee for registration is \$200.00..
8. Annual Dues \$65.00.
9. Enabling Certificate--According to Classification.

Interim Certificates granted to interns may not be utilized for any form of practice outside the confines of the specific Hospitals for which this Certificate has been issued.

Applications for "Interim Certificates" are submitted to the Registrar of the College of Physicians and Surgeons of B.C. by the Hospital concerned. An applicant is required to complete prescribed form and submit his medical degree. He must be a graduate of a medical school approved by the Council of the College of Physicians and Surgeons of B. C.

All graduates of medical schools coming under Categories II and III must have their Medical doctorate degree and at least one of the following before being eligible for an Interim Certificate to intern.

1. Certification in, or Fellowship of, the Royal College of Physicians and Surgeons of Canada.
2. M.R.C.P. (London)
3. F.R.C.S. (England)
4. M.R.C.P. or F.R.C.S. of Glasgow or Edinburgh
5. The permanent certificate of the Educational Council for Foreign Medical Graduates (ECFMG) of the United States
6. Licentiate of the Medical Council of Canada (LMCC)

HOSPITALS

Hospitals approved for intern training are requested to apply to the College of Physicians and Surgeons of British Columbia for the necessary application forms for interns not registered in this Province. They shall forward a list of interns employed, showing medical degrees and where obtained. The necessary application form will then be forwarded to the Hospital.

The following general Hospitals in British Columbia are approved for Rotating internships:

Vancouver General Hospital, Vancouver
St. Paul's Hospital, Vancouver
Royal Columbian Hospital, New Westminster
Royal Jubilee Hospital, Victoria
St. Joseph's Hospital, Victoria

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ENABLING CERTIFICATES

The Medical Council of Canada requires an Enabling Certificate from all applicants who wish to take their examinations. This Certificate may be obtained from the licensing body of any Canadian Province, provided the applicant fulfills the requirements of the Province concerned.

In order to be granted an Enabling Certificate from the College of Physicians and Surgeons of British Columbia, the applicant must complete the prescribed form and fulfill the following requirements, including three current references.

1. An applicant must be a graduate of, or must have completed his academic course at, a medical school approved by the Council of the College of Physicians and Surgeons of British Columbia.
2. All graduates of medical schools from Category III (see Registration) must, and those from Category II may, be required to pass an examination in the medical basic sciences conducted by the Council of the College of Physicians and Surgeons of British Columbia and must produce proof of having completed 12 months rotating internship in an approved hospital and one year of satisfactory post-graduate training in an approved hospital in British Columbia before being eligible to apply for an Enabling Certificate, unless they have Certification in, or Fellowship of, the Royal College of Physicians and Surgeons of Canada.
3. An applicant must be able to read, write and speak the English language to the satisfaction of the Committee on Registration.
4. An applicant shall be required to make a personal appearance before the Committee on Registration and produce original documents regarding his qualifications.
5. Applications must be submitted to the Registrar of the College of Physicians and Surgeons of British Columbia not later than ninety days prior to the date of the examination of the Medical Council of Canada.

Applicants for registration to practise medicine in this Province who have obtained their Enabling Certificates elsewhere, will be required to present evidence that the Enabling Certificate requirements of the College of Physicians and Surgeons of British Columbia have been complied with.

SASKATCHEWANMEMBERSHIP AND THE REGISTER

Be it enacted that:

(a) The Register

There shall continue to be kept by the Registrar a book to be known as the Register, in which shall be entered the name of every person entitled to be registered according to the provisions of The Medical Profession Act.

(b) Admission to the Register

A person desiring to be registered shall:

1. Complete an application form which will be furnished by the Registrar and submit same to the Registrar, together with a small signed photograph of himself or herself;
2. Submit to the Registrar for inspection, diploma of graduation from an approved medical college, L.M.C.C. Certificate, or certificate from the Registrar of the University of Saskatchewan, and proof of other degrees held;
3. Submit, registered in another province, a certificate of good standing from that province's medical register; if not registered, the names of at least two reliable persons for reference as to moral character and professional ability;
4. payment in full of the registration fee of \$100.00;
5. The application when completed shall be dealt with forthwith by the Council or by the Executive Committee thereof, provided that if the application is in all respects regular and approved by the Registrar, the applicant may be licensed to practise by the Registrar, but his action shall be submitted to the next meeting of Council or of the Executive Committee.

(c) Register of Medical Students

The names of medical students who possess the necessary qualifications obtained in Saskatchewan, for entry upon a course of medical studies shall be entered upon a list to be kept by the Registrar and the student supplied with a certificate, under seal, of such registration.

Requirements for medical student registration are:

1. Completion of application form provided by the Registrar;
2. Proof of at least senior matriculation and
3. Payment of \$2.00 fee.

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(d) Enabling Certificate to Medical Council of Canada

After obtaining a diploma in medicine from an approved medical college and upon payment of a fee of \$3.00 and completion of an application form, a registered medical student may be issued a certificate enabling him to write the examinations of the Medical Council of Canada providing preliminary education has been obtained in Saskatchewan, the student is a Canadian citizen and a graduate of a Canadian University. However, an Interim Certificate shall be provided to such students upon completion of an application form provided by the Registrar; submission of a certificate from the Secretary of the Faculty of Medicine, under seal, that the student has successfully completed all examinations of the medical course except the finals; and payment of the fee of \$3.00. At the same time the Registrar shall complete one section of the final Enabling Certificate and forward it to the Registrar of the student's university to be completed and forwarded by such university to the Medical Council of Canada when the student has received his M.D. degree.

(e) Register of Interns

The names of graduates of a medical school approved of by the Council of the College of Physicians and Surgeons of Saskatchewan and who possess the necessary qualifications may be entered upon a list to be kept by the Registrar called the Intern Register shall be:

1. Satisfactory completion of an application form provided by the Registrar;
2. Proof of qualifications;
3. Payment of an annual fee of \$5.00 for each intern year.

QUEBECLicensing requirements of the College of Physicians and Surgeons of the Province of Quebec1. Graduates of Montreal, Laval & McGill Universities

In order to obtain a licence from our College, they must:

- (a) be Canadian citizens;
- (b) be registered with the College since their first year of medicine;
- (c) take their fourth-year clinical examinations before the College examiners;
- (d) complete a rotating internship in an approved hospital of the Province of Quebec;
- (e) be sworn-in by the President and pay the licence fee.

2. Graduates of Medical Schools of Canada and the U.S.A.

In order to obtain a licence from our College, they must:

- (a) be Canadian citizens;
- (b) be Licenciates of the Medical Council of Canada (L.M.C.C.)

or

pass successfully the Quebec College licence examinations which are oral and clinical in the following subjects: Medicine, Surgery, Obstetrics-Gynaecology, Paediatrics and Psychiatry. They must also have completed one year of internship in an approved hospital of Canada or the U.S.A.

3. Graduates of medical schools outside of Canada and the U.S.A.

In order to obtain a licence from our College, they must:

- (a) be Canadian citizens;
- (b) be Licenciates of the Medical Council of Canada (L.M.C.C.)

or

fulfill the following requirements:

- (i) be a graduate of a medical school listed in the World Directory of Medical Schools;
- (ii) be certified by the E.C.F.M.G. or have passed the College equivalent examination;

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- (iii) have completed two years of training in approved hospitals of the Province of Quebec of which one year must be an internship. If the internship has already been done in an approved hospital of Canada or the U.S.A., it does not have to be repeated;
- (iv) have passed successfully the basic and clinical sciences examinations:
Basic sciences: - anatomy, pathology, physiology, bacteriology, bio-chemistry and pharmacology.
Clinical sciences: - Medicine, Surgery, Obstetrics-Gynaecology, Paediatrics and Psychiatry.

Requirements of the College of Physicians and Surgeons of the Province of Quebec for admission of graduates of medical schools outside of Canada and the U.S.A. in Quebec Hospitals.

A foreign medical graduate who wishes to work as an intern or resident in Quebec Hospitals must fulfill the following requirements:

- (a) be a graduate of a medical school listed in the World Directory of Medical Schools;
- (b) be certified by the E.C.F.M.G. or have passed the College examination equivalent to the E.C.F.M.G.

or

hold the L.M.C.C.

The Quebec College examination is held twice a year in the Canadian Embassies of various countries of Europe and the Middle East for French-speaking candidates who are unable to take the E.C.F.M.G. because of a lack of knowledge of the English language.

The candidates who wish to sit for this examination in French must apply to the College and send all the required documents.

One month before the examination, we send the examination-papers, questions and identification cards to the Regional Director of the European Region of the Department of National Health & Welfare in the Canadian Embassy in London. From London, the papers etc. are sent to the medical officers in the various embassies who invigilate during the examination.

When the examination is over, the papers are sent back to the College for correction. A score of 75% is required to pass this examination.

During 1966, we had a total of 128 candidates who sat for the examination in the following centers: Beirut, Bern, Brussels, Cairo, The Hague, Lisbon, London, Madrid, Paris and Montreal. We had 36 failures which means an average of 28%.

We have 127 candidates for our next examination in February 1967.

MANITOBAA. REGISTRATION, without examination

1. Graduates in Medicine (M.D.), University of Manitoba.
2. Graduates of approved medical schools who are Licentiates of The Medical Council of Canada (L.M.C.C.).
3. Registrants on Home List of General Medical Council of the United Kingdom.
4. Graduates--University of Sydney registered with the Medical Board of New South Wales, Australia.
5. Graduates--University of Adelaide registered with the Medical Board of South Australia.
6. Graduates--University of Otago registered with the Medical Council of New Zealand.

REQUIREMENTS:

- a. Application form--complete, with recent photograph.
- b. Graduation diploma, original or certified copy with translation.
- c. Certificate of satisfactory twelve months' service in a resident medical capacity in a hospital approved by Council.
- d. Certificate of qualification or registration, and good standing.
- e. Evidence of identity (birth or naturalization certificate; passport or visa).

B. TEMPORARY CERTIFICATE

Practitioners who possess the necessary qualifications for registration, if

1. A member of Her Majesty's Permanent Forces stationed in the Province in connection with his duties and who is fully registered in another Province of Canada.
2. A full-time employee of the Canadian Red Cross Society stationed in the Province in connection with his duties and who is fully registered in another Province of Canada.
3. A person serving in a resident medical capacity in an approved hospital in the Province.
4. An employee in a full-time medical capacity in the public service of Canada, or in the Province, stationed in the Province, and who is fully registered in another province of Canada (time limit--twelve months).
5. A person who wishes to serve as a locum tenens for a member of the College (time limit--twelve months).

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REQUIREMENTS

In addition to those for Registration, certificate from employing authority with dates of employment.

C. CERTIFICATE OF ELIGIBILITY

(Enabling Certificate to write the examinations of The Medical Council of Canada.)

1. GRADUATES--Canada, U.S.A., Sydney, N.S.W., Adelaide, S. Australia; Otago, N.Z.; and Registrants of General Medical Council, United Kingdom, (Home List).

REQUIREMENTS:

- a. Application form-- complete, with recent photograph.
 - b. Graduation diploma, original or certified copy with translation.
 - c. Certificate of satisfactory twelve months' service in a resident medical capacity in a hospital approved by Council, including evidence of a minimum of two months each of Medicine, Surgery, Obstetrics--Gynaecology, and one month Paediatrics.
 - d. Certificate of qualification or registration, and good standing.
 - e. Evidence of identity (birth or naturalization certificate; passport or visa).
2. GRADUATES--Other Universities

REQUIREMENTS:

In addition to those for C1, applicants shall provide:

- a. a list of all schools attended and the required subjects of study thereat,
- b. a list of medical courses taken and the name of the College or University from which he graduated, together with a statement of requirements for graduation, including courses in Basic Science subjects.

The application and supporting material may be submitted to the Credentials Committee of the Faculty of Medicine which may require University examinations in the following Basic Science subjects: Anatomy, Bio-chemistry, Physiology, and Pathology and Bacteriology (combined).

In addition the candidate may be required to serve not less than twelve months in a resident medical capacity in an approved Manitoba hospital. The Committee may require the applicant to appear personally before it, or to write the M.C.C. examinations in Winnipeg.

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D. INTERNE ENROLLMENT

Medical graduates who do not qualify under The Medical Act and Rules and who carry out duties in an approved hospital under the direct supervision of the medical staff (time limit--five years).

REQUIREMENTS:

Those for registration (except items c and d).

E. SPECIALIST ENROLLMENT

1. Any member of the College in good standing who is a Fellow or Certificated Specialist of The Royal College of Physicians and Surgeons of Canada shall, on application, provision of evidence and payment of the prescribed fee, be entitled to have his name entered on the Specialist Register.
2. The Specialist Committee may consider and accept for temporary enrollment, or for renewal of temporary enrollment, on the Specialist Register until December 31st, 1968, an applicant who has been accepted by and has delivered a statement indicating that he intends to take the next examinations conducted by The Royal College of Physicians and Surgeons of Canada.

ONTARIOREGULATIONS

Application by Physicians trained in UNITED KINGDOM, AUSTRALIA, NEW ZEALAND, UNION OF SOUTH AFRICA, and UNITED STATES OF AMERICA,

FOR

- I. THE ENABLING CERTIFICATE
- II. REGISTRATION FOR PRACTICE

The College of Physicians and Surgeons is the statutory body responsible for licensing physicians for the practice of medicine in the Province of Ontario. It does not conduct examinations, the responsibility for this has been assigned to the Medical Council of Canada which requires that candidates for examination obtain an Enabling Certificate from the licensing body in one of the provinces of Canada, and a certificate to the effect that the Internship Requirements of the Medical Council of Canada have been satisfied.

THE REGULATIONS OF THE COLLEGE ARE SUBJECT TO CHANGE WITHOUT NOTICE.

I. THE ENABLING CERTIFICATE

A. For Physicians trained in the UNITED KINGDOM (including graduates of National University of Ireland, University Colleges of Dublin, Cork and Galway, Trinity College Dublin, and The Royal College of Surgeons in Ireland).

An applicant who presents proof of having completed the course of study in a medical school or university in the United Kingdom and who has obtained provisional or full registration on the Home List of the Medical Registrar of the General Medical Council, may be granted an Enabling Certificate. The application is to be accompanied by:-

1. Certificate from the Dean or Secretary of the Faculty or School of Medicine that the applicant has completed the Syllabus and passed the examinations of the Faculty or School. The certificate to show the subjects in which he has been examined and to give an opinion on the applicant's academic ability and general conduct.
2. Certificate of good standing from the General Medical Council or from the licensing body in whose jurisdiction the applicant last was licensed.
3. Evidence of having satisfied the Internship Requirements of the College of Physicians and Surgeons of Ontario as set out on the following pages.
4. A birth certificate, as evidence of identity.
5. Satisfactory evidence that the applicant is in all other respects a fit and proper person to practise in Ontario.

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6. Notarially certified unmounted photograph.
 7. A curriculum vitae--(brief biographical sketch of professional activities since qualifying).
 8. Fees, at present \$20.00.
- B. For Graduates of Universities in AUSTRALIA, NEW ZEALAND, AND SOUTH AFRICA.

An applicant who presents proof of graduation from a medical school in one of these countries approved by the General Medical Council of the United Kingdom, may be granted an Enabling Certificate. The application is to be accompanied by:-

1. Official transcript of the University Course.
 2. Certificate of good standing of present date from a Medical Council in Australia, New Zealand or South Africa, or from the licensing body in whose jurisdiction the applicant last was licensed.
 3. Evidence of having satisfied the Interneship Requirements of the College of Physicians and Surgeons of Ontario, as set out on the following pages.
 4. A birth certificate, as evidence of identity.
 5. Satisfactory evidence that the applicant is in all other respects a fit and proper person to practise in Ontario.
 6. Notarially certified unmounted photograph.
 7. A curriculum vitae--(brief biographical sketch of professional activities since qualifying).
 8. Fees, at present \$20.00.
- C. For Graduates of Universities in the UNITED STATES OF AMERICA.

An applicant who presents proof of graduation from a medical school in the United States of America approved by the Association of American Medical Colleges and the Council on Medical Education and Hospitals of the American Medical Association, may be granted an Enabling Certificate. The applicant must appear in person before the Registrar of the College of Physicians and Surgeons of Ontario and submit the following material:-

1. Completed application form.
2. Official transcript of the University Course, and evidence of satisfactory degree standing in the form of the original M.D. Diploma.

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3. Certificate of good standing of present date from the licensing body in whose jurisdiction the applicant last was licensed.
4. Evidence of having satisfied the Internship Requirements of the College of Physicians and Surgeons of Ontario, as set out on the following pages.
5. A birth certificate as evidence of identity.
6. Satisfactory evidence that the applicant is in all other respects a fit and proper person to practise in Ontario.
7. An unmounted photograph.
8. A curriculum vitae--(brief biographical sketch of professional activities since graduation).
9. Fees, at present \$20.00.

D. A CANADIAN CITIZEN who has obtained his medical education in the United Kingdom, Australia, New Zealand, South Africa or the United States of America must satisfy the requirements as set out above for a medical graduate of the applicable country.

INTERNSHIP REQUIREMENTS:

The College of Physicians and Surgeons of Ontario is responsible for the issuance of Certificates of Internship for the Medical Council of Canada for those to whom it has granted Enabling Certificates. The following are requirements:-

Those graduating from medical schools in the UNITED KINGDOM, AUSTRALIA, NEW ZEALAND, SOUTH AFRICA, or the UNITED STATES OF AMERICA, after January 1, 1954, shall submit a certificate from a hospital(s) showing evidence of completion of one year of satisfactory post-graduate internship in a hospital(s) approved by a university or medical licensing body in the country referred to.

II. REGISTRATION FOR PRACTICE IN ONTARIO

Licentiates of the Medical Council of Canada may register their standing as such in the various Provinces of Canada, and acquire by virtue of such registration the right to engage in the practice of medicine in any Province in which they may choose to register, subject only to local Medical Council requirements.

The requirements of the College of Physicians and Surgeons of Ontario to permit of such registration, call for the production of:

1. The official certificate of registration from the Medical Council of Canada.

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2. Evidence of satisfactory degree standing.
3. A birth certificate, as evidence of identity.
4. Certified unmounted photograph.
5. In the case of those previously practising in other jurisdictions a certificate of good standing of present date from the licensing body under whose certificate the applicant has been practising.
6. Satisfactory evidence that the applicant is in all other respects a fit and proper person to be licensed to practise in Ontario.
7. Evidence of Canadian Citizenship or Landed Immigrant Status in Canada.
8. Payment of the required fees:
 - (1) Registration fee \$50.00.
 - (2). Biennial Fee--at present \$30.00.

GUIDE TO THE REGULATIONS

REGISTRATION FOR PRACTICE IN ONTARIO

(For graduates of medical schools in countries other than Canada, The United Kingdom, Australia, New Zealand, South Africa, the United States of America or the Republic of Ireland).

Medical graduates desiring registration for practice in the Province of Ontario must obtain by examination the official certificate of the Medical Council of Canada. In order to take these examinations application must be made for an Enabling Certificate, which can be obtained from the College of Physicians and Surgeons of Ontario after satisfying the requirements of the College. If the applicant's Enabling Certificate was obtained in another province, evidence will be required that the requirements of the College of Physicians and Surgeons of Ontario for an Enabling Certificate, or their equivalent, have been complied with.

The applicant must be a person of good moral character who has received his medical qualification from a recognized medical school whose entrance requirements, curriculum, and quality of training meet the requirements of the College of Physicians and Surgeons of Ontario. Graduation from certain medical schools cannot be accepted as evidence of a satisfactory pre-medical and medical education.

INTERNESHIP REQUIREMENTS

1. ECFMG Certificate.

The applicant must FIRST pass the ECFMG Examinations before applying for registration on the Education Register of the College. The Temporary ECFMG Certificate is not accepted. For information regarding date and place of these examinations write only to ECFMG, 1633 Central Street, Evanston, Illinois, U.S.A. Examinations are held twice a year at many centres around the world.

2. The Education Register.

Before commencing the required internship the applicant must be accepted for registration on the Education Register of the College. Only those foreign medical graduates who possess the Standard or Permanent ECFMG Certificate and hold medical qualifications acceptable to the College may apply for registration on the Educational Register.

Registration must be completed within 14 days of commencing the internship. Credit cannot be given beyond this period for internships served while not on the Education Register.

3. The Internship.

The applicant must provide proof of having completed satisfactorily TWO YEARS of internship in approved hospitals in Ontario. A list of approved hospitals may be obtained from the offices of the College. ONE YEAR must be a rotating internship, including 3 months in Medicine, 3 months in Surgery, 3 months in Obstetrics and Gynaecology, and 3 months in Emergency and the Specialties.

THE SECOND YEAR may be a rotating internship or may be spent in either (a) Surgery, or (b) Medicine, or (c) Obstetrics and Gynaecology, or (d) Paediatrics, or a combination of two or more of these. If the second year is spent in one of the specialties listed above it may be taken in a hospital in Ontario approved for training in that specialty by the Royal College of Physicians and Surgeons of Canada. An internship in Psychiatry is acceptable for the second year if it is spent in an open psychiatric department in an approved general hospital.

An internship in Anaesthesia, Pathology or Radiology is not accepted.

No specialty qualifications will be accepted in lieu of the required internships.

The Council of the College must be satisfied that the applicant's services during the period of internship have been satisfactory. In the event of an adverse report the applicant may be required to take a further period of internship.

- 6 -

BASIC SCIENCE EXAMINATIONS

To be eligible to apply for these examinations the applicant must hold LANDED IMMIGRANT status in Canada.

The examinations are conducted for the College by certain Universities in Ontario. The subjects in which the applicant will be examined are Anatomy, Biochemistry, Physiology, Pathology, Bacteriology and Pharmacology. In addition, the applicant is required to pass an examination in English.

Applicants writing the Basic Science Examinations and the examination in English will be required to write all the examinations at one session; two subjects may be failed and rewritten at a later regular examination session. Failure in three or more subjects will require that all examinations be rewritten. The examinations in the Basic Sciences and English must be completed within three years of registration on the Educational Register.

It is the responsibility of the applicant to notify the Registrar prior to the date set for receipt of application, of his intention to write the examinations.

A copy of the Regulations governing these examinations may be obtained by writing to the offices of the College.

APPLICATION FOR AN ENABLING CERTIFICATE

When the applicant has satisfied all the above requirements and has completed satisfactorily not less than twenty months of the required two years of internship, he may apply to the College for an Enabling Certificate. He may be required to make a personal appearance before the Education and Registration Committee which meets twice yearly. Application must reach the College not later than March 1st and August 1st of each year.

The Committee does not conduct examinations but reviews the applicant's credentials and seeks personal information from him as to his qualifications so as to assess his fitness to practise medicine.

WARNING

Holders of Enabling Certificates from the College of Physicians and Surgeons of Ontario may have their Enabling Certificate revoked if they indulge in the practice of medicine, other than as internes in a hospital, before they have passed the examinations of the Medical Council of Canada and have obtained a licence from the College of Physicians and Surgeons of Ontario.

- 7 -

PERIOD OF VALIDITY.

The Enabling Certificate has a period of validity of two years from date of issue, but may be revoked earlier for disciplinary reasons. The Registrar is empowered to re-issue enabling certificates if the applicants have fulfilled the present requirements. Applications for subsequent certificates must be reviewed by the Committee on Education and Registration.

ALBERTAREGULATIONS

Requirements for Registration

1. Every applicant for registration shall:

- (a) complete the required application form.
- (b) submit
 - (i) a certificate of registration with the Medical Council of Canada, or
 - (ii) a recently dated certificate of standing from the General Medical Council of Great Britain, or
 - (iii) a certificate of qualification from the National Board of Medical Examiners of the United States of America, together with a recently dated certificate of registration with a state licensing board, or
 - (iv) in the case of a person not holding one of the certificates above mentioned, a certificate from the University of Alberta indicating that he is duly qualified to practice medicine, surgery, mid-wifery, osteopathy, or any subdivision of them.
 - (v) a recent photograph,
 - (vi) the names and addresses of at least two character references.
- (c) be in good standing with any licensing body with which he may be registered.
- (d) pay the registration fee in the amount of \$100.00 together with the current annual dues in full.
- (e) have been satisfactorily interviewed by the Registrar, his deputy, or assistant.

2. Any privileges of registration granted by the Registrar shall be temporary until the application has been approved at a meeting of the Council.

Requirement for Reinstatement as a Resident Member

3. Non-resident members applying for reinstatement as resident members must submit proof of professional, moral and ethical standing during their period of absence.

- 2 -

4. He must submit:

- (a) certificates of good standing from the licensing boards in the areas in which he has practiced during the period of absence.
- (b) the names and addresses of two character references covering the period of absence.

5. He must have been satisfactorily interviewed by the Registrar, his deputy or assistant.

Requirements for the Granting of an Enabling Certificate

6. Applicants for an Enabling Certificate to write the examinations of the Medical Council of Canada must have had a pre-medical and medical education acceptable to the University of Alberta.

7. Graduates of medical schools in Canada, Great Britain, Australia, New Zealand, and the United States of America may submit their applications directly to the College of Physicians and Surgeons. Other persons must have their documents assessed by, and meet the requirements of the University of Alberta before their applications will be considered by the College of Physicians and Surgeons.

8. All applicants must

- (a) submit evidence of having completed one year of satisfactory internship in a hospital acceptable to the University of Alberta.
- (b) submit the names and addresses of two character references.
- (c) have been satisfactorily interviewed by the Registrar, his deputy, or assistant except that in the case applicants attending the University of Alberta or in the case of bonafide residents of Alberta in attendance at other Canadian medical schools, the interview will be waived, providing the application is made before the completion of the required period of internship.
- (d) except in the case of medical students of the University of Alberta or bonafide residents of the Province of Alberta attending other Canadian medical schools, pay such fee as may be fixed by Council.
- (e) submit a recent photograph.

Requirements for Student Registration

9. When a Canadian medical school requires that its students be registered with a provincial licensing body, bonafide residents of the Province of Alberta may have their names placed on the Student Register of the Province of Alberta upon:

- 3 -

- (a) having completed a pre-medical education acceptable to the University of Alberta.
- (b) submitting evidence of good character.

Education Register

10. No person may serve as an interne or undertake a graduate training programme in an Alberta Hospital unless he is either registered on the Alberta Medical Register or on the Educational Register.

11. Requirements

All applicants for registration on the Education Register shall

- (a) meet the requirements of the class of registration applied for,
- (b) complete an application form,
- (c) submit documentary evidence of all qualifications and training claimed,
- (d) provide the names and addresses of at least two character references,
- (e) provide a recent photograph,
- (f) be satisfactorily interviewed, and
- (g) in the case of graduates of Canadian medical schools pay a fee of \$5.00; in the case of graduates of other schools pay a fee of \$10.00.

12. Classes

Class 1--Interne Registration for those undergoing their compulsory year of rotating internship. The applicant must be

- (a) a graduate of a Canadian Medical School, or
- (b) a graduate of an American Medical School, or
- (c) a graduate of a British, Australian, or New Zealand School, or
- (d) a graduate of a foreign medical school approved by the University of Alberta and the possessor of the standard certificate of the Educational Council for Foreign Medical Graduates.

Class 2--Resident Registration for those applicants who have completed a year of approved internship and who are

- (a) medical graduates of the University of Alberta, or

- 4 -

- (b) Licentiates of the Medical Council of Canada, or
- (c) registrants of the General Medical Council of Great Britain (Home List), or graduates of Australian or New Zealand Medical Schools, or
- (d) a diplomate of the National Board of Medical Examiners of the United States of America and entitled by law to practice in any one of the States of the United States of America.

Class 3--Resident Registration for those applicants not qualifying under Class 1 or Class 2 and who submit

- (a) evidence of having passed the examinations of the Educational Council for Foreign Medical Graduates, (the "standard" certificate of the E.C.F.M.G. alone is acceptable; the "Temporary" certificate is not) and
- (b) evidence of academic qualification to practice medicine in his own country, and
- (c) evidence of previous satisfactory internship, and
- (d) evidence that the proposed resident training will lead to fulfilment of the training requirements for his appropriate specialty as laid down by the Royal College of Physicians and Surgeons of Canada, or the American Specialty Boards.

13. Applicants must recognize that

- (i) Annual extensions of the period of Educational registration will be permitted only to attain fulfilment of the training requirements indicated. Once these have been fulfilled, the appropriate examination must be taken within 12 months and Educational Registration will be extended only for this period.
- (ii) Educational Registration will normally be for a maximum of six years. Extension beyond this period for individuals who have obtained their specialty qualifications and who are taking further training in the same or another specialty will be considered on an individual basis.
- (iii) Year by year extension of the period of Educational Registration will be granted only on receipt by the Council of the College of Physicians and Surgeons of Alberta of a certificate of satisfactory progress and performance from the Committee on Graduate Training of the Faculty of Medicine, University of Alberta.

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- (iv) It is understood that the applicant desires registration on the Education Register for the purpose of continuing his medical education. Such registration will not in itself lead to entitlement to an Enabling Certificate to write the examinations of the Medical Council of Canada, or to being entered upon the Alberta Medical Register.

14. Notwithstanding anything contained in the foregoing, the Council of the College of Physicians and Surgeons of Alberta reserves the right to exercise discretionary powers in the granting, withholding or revoking of registration on the Educational Register.

- (a) Privileges extended to persons on the Educational Register shall, in addition to privileges within the hospital by which employed, include privileges of service in such other facilities as are approved for teaching purposes by a Faculty of Medicine in Alberta and the College, and when services in such facilities are carried out as part of the training programme of the hospital by which employed.

Temporary Registration

15. (a) Temporary registration for the purpose of doing a locum tenens not exceeding 30 days in any calendar year may be issued to persons qualified to register.

(b) Applicants must

- (i) with their application notify the Registrar of the place and dates of the locum tenens.
 - (ii) if on the Educational Register pay a fee of \$10.00.
 - (iii) if not on the Educational Register comply with the requirements for registration under Regulations 1 (a), (b), (c) and (e) and pay a fee of \$25.00.
- (c) Only two temporary registrations may be granted in any calendar year; the total time of which shall not exceed 30 days. For the second locum tenens in any calendar year the fee shall be \$10.00.

16. In the event that a person holding a temporary registration applies for and completes registration to practice during the period of temporary registration he shall be credited with \$10.00 towards the registration fee.

NEW BRUNSWICK1. REGISTRATION AND LICENSE

Registration and License with the Medical Council of New Brunswick is required by Provincial Law of every physician wishing to practice in the Province of New Brunswick in any capacity.

The Licenciata examination of the Medical Council of Canada is the qualifying examination that must be passed by all candidates. No other qualification or degree in medicine or any of the specialties is acceptable.

A foreign medical graduate registered in any one of the Provinces of the Dominion on qualification from the Medical Council of Canada may become registered and licensed on application with the Medical Council of New Brunswick, proof of identity, moral character and good standing being established.

2. ENABLING CERTIFICATE

An Enabling Certificate authorizing admission to the Licenciata Examination of the Medical Council of Canada will be granted by the Medical Council of New Brunswick to a properly qualified Foreign Medical Graduate on the submission of documentary evidence that he has served satisfactorily two years internship in Canada in an approved hospital, one year of which must have been served in a New Brunswick Hospital.

A Licenciata Certificate issued by the Medical Council of Canada under the regulations of any one of the Dominion Licensing Bodies is honored by the Medical Council of New Brunswick for purposes of Re-registration and License without further qualification or requirement.

3. GRADUATES: FROM GREAT BRITAIN, EIRE, AND UNITED STATES

The Medical Council of New Brunswick does not have any reciprocity with the Medical Council of Great Britain, nor with any of the State Boards of the United States of America.

All Practitioners in the Province of New Brunswick must have passed the Licenciata Examinations of the Medical Council of Canada as a qualification for Registration and License.

Any graduate from an approved Medical School in Great Britain, Eire or the U.S.A. who has served a recognized post-graduate internship of at least one year, and who produces a satisfactory--

Medical Degree,
Proof of Internship,
Proof of identity and birth certificate,
Proof of good moral character,
Affidavit of ownership of all submitted documents,

- 2 -

will be granted an Enabling Certificate to sit the Licencié Examinations will be eligible for registration in the Register of this Province.

Every person who satisfies the above qualification and produces evidence that he is Registered on the Home List of the General Medical Council of Great Britain and is in good standing thereon and who satisfies the Council that he has settled in New Brunswick may be granted an Interim License to Practise Medicine. Such Interim License may be renewed until such time as the results of the second following examinations of the Medical Council of Canada are announced, but may not be further renewed.

4. INTERNE AND RESIDENT REGISTRATION

All Foreign Graduates seeking appointments as Internes or Residents in any of the hospitals of New Brunswick must become registered in the Foreign Interne Register of the Medical Council of New Brunswick.

Requirements for eligibility for registration are as follows:

- (1) Proof of satisfactory pre-medical and medical education.
- (2) Proof of identity--Immigration Certificate, Birth Certificate.
- (3) Satisfactory proof of good moral character.
- (4) An affidavit of ownership of all documents submitted.
- (5) Language: unless the applicant is able to speak and write English to the point that he is able to take and write a case history he is advised that he may find a post in this Province difficult and unsatisfactory. French is acceptable as a second language in a limited number of these hospitals.

NOVA SCOTIAREGISTRATION OF PHYSICIANS

In Nova Scotia, following completion of a course in medical education in a recognized medical school, and after satisfying the Board as to other requisites, e.g., character, identification, etc., a medical doctor may be registered for practice in any one of three (3) ways:

- (1) By passing the examinations of the Provincial Medical Board of Nova Scotia.

Students attending Dalhousie University Medical School sit for the conjoint examinations of the University and the Board in their final years.

Foreign medical students may be granted permission to sit for these examinations providing credentials presented show that their medical education meet the requirements of The Medical Act, and that they have completed a satisfactory rotating internship in an approved hospital.

- (2) By passing the examinations of the Medical Council of Canada.

Students at all Canadian Medical Schools have the opportunity of taking these examinations conjointly with their university examinations, but they must present an Enabling Certificate from one of the Provincial Licensing Authorities.

Foreign medical graduates must also apply to one of the Provincial Licensing Authorities for an Enabling Certificate to sit these examinations.

In Nova Scotia, before granting such an Enabling Certificate, the Registrar must satisfy himself that the applicants medical education has been satisfactory and that a satisfactory rotating internship in an approved hospital in Nova Scotia has been completed. (The only exception is that British subjects may serve the internship in an approved hospital outside of Nova Scotia).

The purpose of this "internship in Nova Scotia" requirement is to ensure that the candidate is a bona fide medical graduate, that qualified registered physicians in Nova Scotia have a chance to observe, oversee and approve of his work in the care of patients and so determine that the candidate is a satisfactory person to hold the registration of the Board, and ultimately engage in the practice of medicine in Nova Scotia.

- (3) By virtue of the Reciprocity existing between The Provincial Medical Board and the General Medical Council of the United Kingdom.

A physician who holds the registration of the General Medical Council may be granted registration in Nova Scotia without further examination.

- 2 -

The General Medical Council of the United Kingdom maintains three (3) separate Registration Lists, viz:

- (a) The General List - containing the names of medical practitioners registered by the Branch Councils of England and Wales, Scotland and Ireland.
- (b) The Commonwealth List - containing the names of medical practitioners who are fully registered by virtue of recognized qualifications granted in Commonwealth countries.
- (c) The Foreign List - containing the names of medical practitioners who are fully registered by virtue of recognized qualifications granted in Foreign Countries - presently Rangoon Medical College, in Burma is the only recognized medical school on The Foreign List.

The reciprocity of the Provincial Medical Board extends to all three (3) Lists. Of five (5) other Provincial Licensing Authorities in Canada who have reciprocity with the General Medical Council, this extends to the General List only, with one possible exception, which recognizes the Commonwealth List also.

NEWFOUNDLANDINFORMATION FOR GRADUATES OF FOREIGN MEDICAL SCHOOLS

The NEWFOUNDLAND MEDICAL BOARD is a statutory body authorized to decide upon the fitness of persons for registration as Medical Practitioners within the Province of Newfoundland and Labrador and to confer such registration upon suitable persons. The Newfoundland Medical Board does not itself conduct examinations. The normal channel for registration for Graduates of approved Canadian Universities is through the MEDICAL COUNCIL OF CANADA.

Graduates of Foreign Medical Schools who have successfully completed examinations of the Medical Council of Canada and fulfilled such other conditions as the Medical Council of Canada may require, are entitled to apply for full registration as Medical Practitioners in Newfoundland. Foreign Medical Graduates who have fulfilled the requirements necessary for full registration with the Home List of the General Medical Council of Great Britain, and who are in good standing with the General Medical Council of Great Britain, are also entitled to apply for full registration as Medical Practitioners with the Newfoundland Medical Board.

The Newfoundland Medical Board does not authorize the Registrar of the Board to grant full registration to persons on the Commonwealth List of the General Medical Council of Great Britain. Foreign Medical Graduates who are registered on the Commonwealth List of the General Medical Council of Great Britain should qualify themselves for registration on the Home List of that body in order to be eligible to make application for registration by the Newfoundland Medical Board.

Graduates of Foreign Medical Schools who are accepted for Internship by a Hospital in the Province of Newfoundland which has a program for Intern Training approved by the Canadian Medical Association, may, at the discretion of the Board, be granted a Temporary License which is valid only during the period of Internship. The privileges permitted under such a Temporary License are limited by the Board.

A limited number of Posts may be, from time to time, available for Graduates of Foreign Medical Schools under the sponsorship of the Department of Health of the Provincial Government of Newfoundland. Foreign Medical Graduates who are not eligible for full registration by the Newfoundland Medical Board may, at the discretion of the Board, be granted Temporary Licenses which are valid only during the period when they are employed by, and under the supervision of, the Department of Health of the Province of Newfoundland.

Graduates of Foreign Medical Schools who are not entitled to full registration by the Newfoundland Medical Board and who are seeking a Temporary License from the Board must have passed the examinations conducted by the EDUCATIONAL COMMITTEE FOR FOREIGN MEDICAL GRADUATES. They may be also required to give other proof of competence in the use of the English Language.

- 2 -

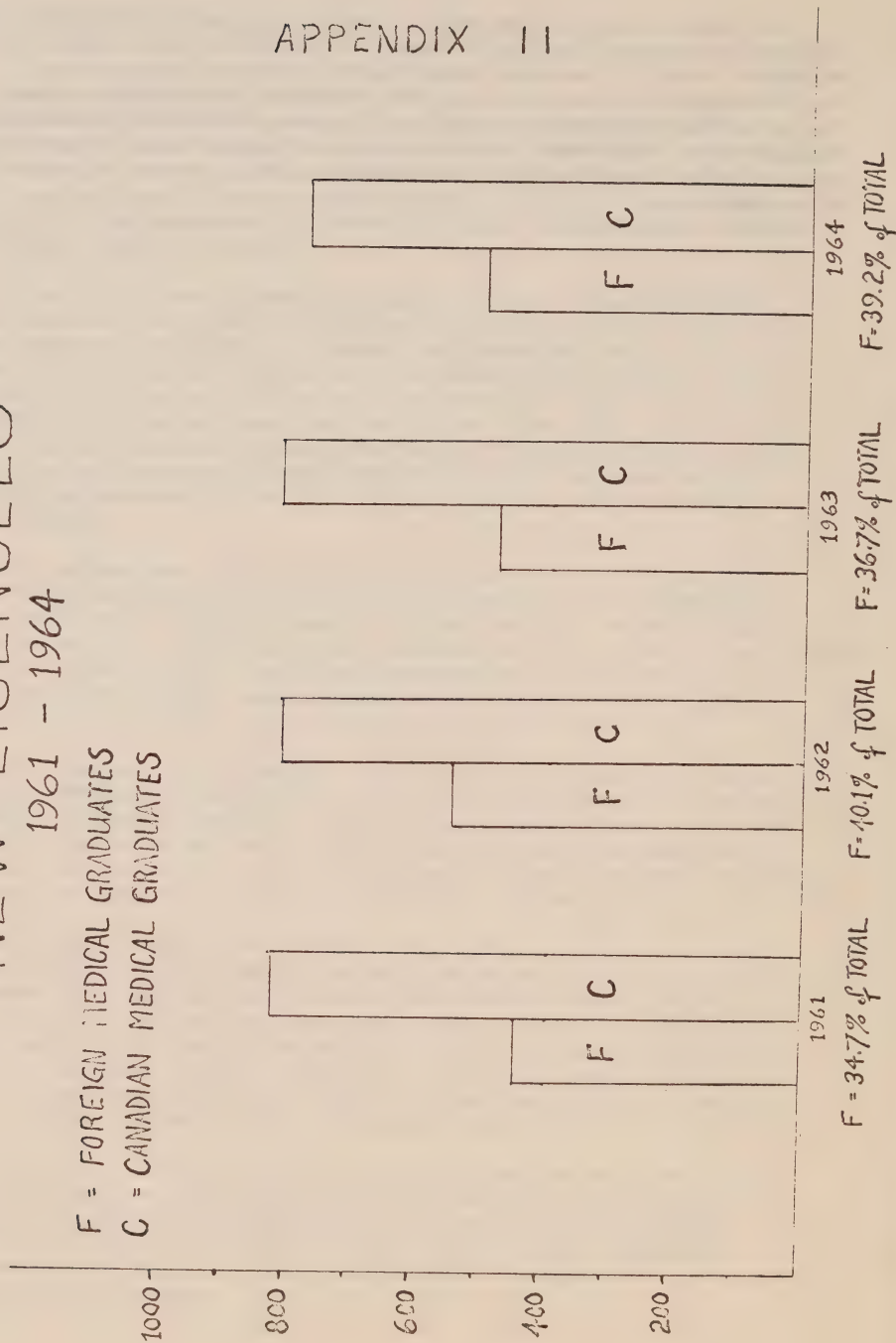
All Foreign Medical Graduates seeking registration with the Newfoundland Medical Board must submit, in addition to the appropriate documents, proof of personal identification which is acceptable to the Board and the names of two or more referees, acceptable to the Board, to whom the Board may apply for further information concerning the applicant. They may also be required to furnish proof of good standing with the appropriate authorities in their country of origin or graduation.

APPENDIX II

NEW LICENCEES

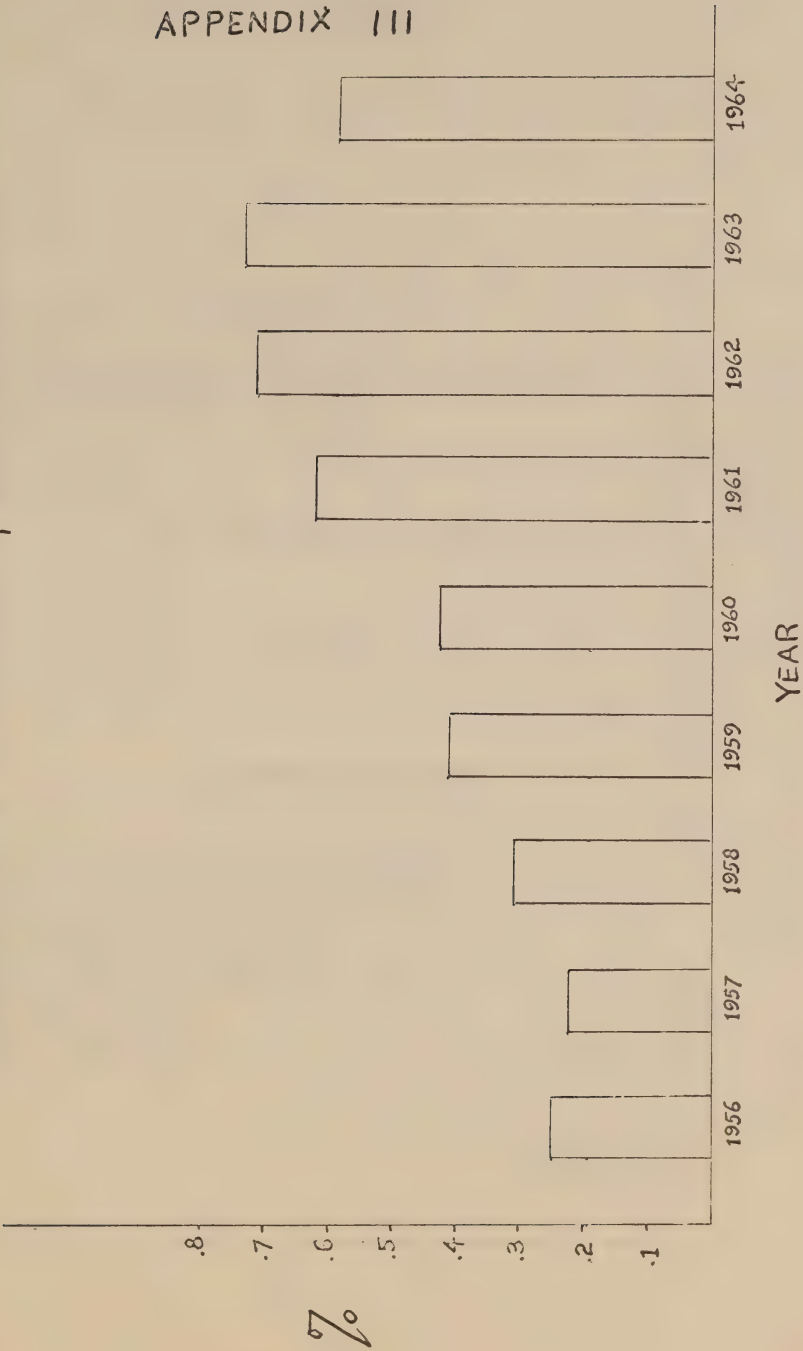
1961 - 1964

F = FOREIGN MEDICAL GRADUATES
C = CANADIAN MEDICAL GRADUATES

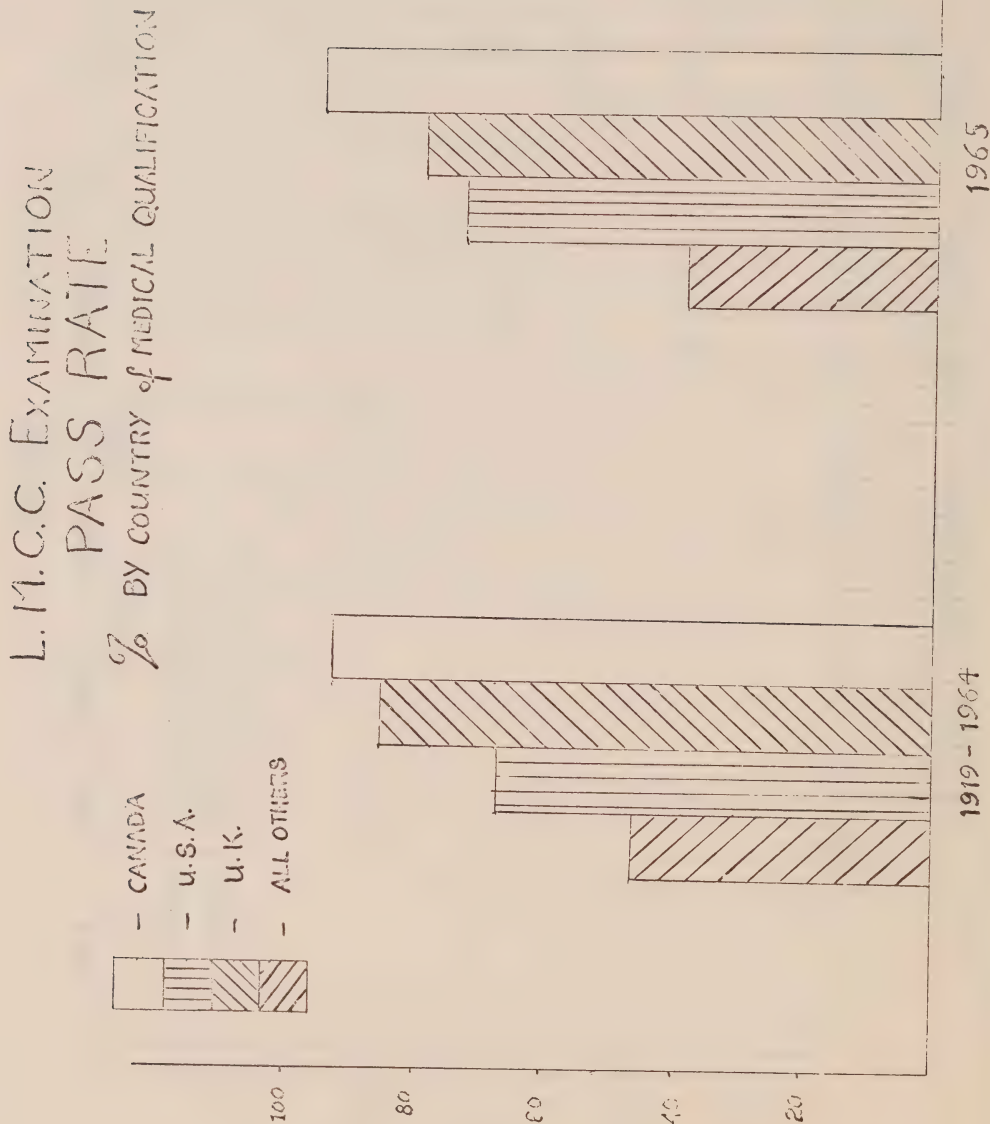


IMMIGRANT PHYSICIANS
EXPRESSED as a PERCENTAGE of TOTAL IMMIGRATION

APPENDIX III



APPENDIX IV



APPENDIX A 4

B R I E F

Submitted To The

Special Joint Committee On Immigration

Of The

Senate And House Of Commons

By The

Mon Sheong Foundation

Toronto, Ontario.

February, 1967.

B R I E F
Submitted To The
Special Joint Committee On Immigration
Of The
Senate And House Of Commons
By The
Mon Sheong Foundation
Toronto, Ontario.
February, 1967.

The formulation of new and better immigration policies as stated in the White Paper reflects the progressive and positive steps the Government of Canada is prepared to take in order to meet the immediate and the long term manpower requirements of our Country. Because of our active involvement in manpower development amongst Chinese-Canadians and our aim of fuller integration of this unique ethnic group into this our Canadian society, the Mon Sheong Foundation welcomes and supports the White Paper On Immigration.

We of the Mon Sheong Foundation, commend the Government of Canada for its proposed systematic promotion and recruitment of well qualified immigrants from all available sources without regard for race, colour, creed or geographical location (paragraphs 21, 22, 24, 25 and the statement by the Minister on the tabling of the White Paper). We believe that the outcome of such a policy, when given legislative status and effectively implemented, will in addition to meeting the special requirements of our economic growth, enrich our culture and society.

The White Paper emphasizes and recognizes that:-

- the continued existence of stated philosophy and policies is dependent upon the delineation and implementation of concomitant activities.
- equality in advertising and recruitment facilities in foreign countries with rich sources of well qualified prospective immigrants is necessary for effective non-discriminatory selection of immigrants.

Consistent with the implications of these facts, the following points in the new immigration policy are pertinent:-

- a) the inclusion of pre-immigration counselling service, explaining, and disclosing as much as possible, the general opportunities, occupational problems, personal adjustments and living standards in Canada as an intrinsic part of the immigration promotion area recruitment procedure. This is essential in view of the complex factors which affect satisfactory immigration (paragraph 22).
- b) the provision of adequate channels through which prospective immigrants can evaluate emigration to Canada in terms of their own economic standards, cultural and political background. This will also assist them to become an integral part of Canadian society in the immediate post-immigration period.

Throughout the White Paper, the fact that Canada needs as many skilled and educated immigrants as can be absorbed, is stressed. However, the fact that immigrants with all the required qualifications are relatively short in supply, is also recognized, (paragraph 22). Persistent effort in systematic promotion and recruitment is therefore necessary in order to attract these immigrants. While we share these views, we feel that the following two important areas have not been explored in the White Paper.

- a) When the supply of qualified immigrants becomes scarce, it may be necessary to explore and promote other classes of immigrants. The frame of reference may be in terms of his

financial status, his training and re-training potential and others. For our long-term immigration policy, special machinery to study this problem should be established now.

- b) Since many parts of the world (particularly the so-called underdeveloped countries) are already faced with an acute manpower problem, our recruitment of well qualified immigrants from these countries may be viewed unkindly. It may be mutually beneficial if Canada could, through our external aid programmes, establish in these countries adequate education and training programmes to help maintain an equilibrium in their manpower situation. In the long run, we will probably gain more immigrants and will enjoy the kind of international prestige that usually accompanies effective external aid programmes.

The immensity of the task needs no elaboration when the social, cultural and economic differences that exist in the world are taken into account. Because of this, we suggest that the Minister establish special ad hoc advisory committees on immigrating, staffed and financed by the Government, with the following responsibilities:-

- a) To review and designate areas with well-qualified immigrants.
- b) To design effective immigration promotion and recruitment systems and programmes in accordance with local characteristics and values.
- c) To uncover possible psychological and communication barriers that may stand between prospective immigrants and our external recruitment centres.
- d) To develop and establish effective means of helping new immigrants integrate into the Canadian society.

To ensure the functional efficiency of these advisory committees, their membership should include lay experts in specific ethnic affairs, either by virtue of their identity, their academic achievement or suitable personal experience and background in such affairs. Such advisory committees may, for example, review existing

immigration programmes and study the feasibility and desirability of establishing alternate orientation programmes to meet changing needs. These programmes may involve screened voluntary groups or individuals to maintain contact with a prospective immigrant as a means of pre-migration counselling and, should the latter emigrate to Canada, follow up with post-migration orientation. The large number of Canadian citizens who pay home visits to their native countries each year may very well be mobilized to serve in the pre-immigration counselling programmes.

We would like to also point out that because of the current political situation, there exists a pool of well-qualified, easily adaptable and industrious Chinese in Hong Kong, Formosa and elsewhere who are willing to immigrate into Canada. To date, due to the limited promotion and recruitment facilities in Hong Kong, and the lack of them in Formosa, this source has remained largely untapped. It is our earnest hope that the proposed new policies and commitments proposed and planned will effect rapid change in this situation.

The Mon Sheong Foundation agrees wholeheartedly with the spirit of paragraph 104 of the White Paper where it is proposed "to establish and maintain consultive machinery so that concerned individuals and organization can play a fuller part in devising improved methods of assisting immigrants to feel at home in Canada".



OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

Copies and complete sets are available to the public by subscription to the Queen's Printer. Cost varies according to Committees.

Translated by the General Bureau for Translation, Secretary of State.

LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
1966-67

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON
IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE
No. 17

TUESDAY, APRIL 11, 1967

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WITNESSES:

Group Captain Stefan Sznuk and Mr. Thomas René Sutherland.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

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Cameron,
Croll,
Desruisseaux,

Fournier (*Madawaska-
Restigouche*),
Hastings,
Hnatyshyn,

Macnaughton,
Nichol,
Pearson,
Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken,
Mr. Badanai,
Mr. Baldwin,
Mr. Bell (*Carleton*),
Mr. Blouin,
Mr. Brewin,
Mr. Crossman,
Mr. Deachman,

Mr. Dinsdale,
Mr. Enns,
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Mr. Orlikow,

Mr. Pelletier,
Mr. Prud'homme,
Mr. Régimbal,
Mr. Roxburgh,
Mr. Skoreyko,
Mr. Ryan,
Mr. Watson (*Château-
guay-Huntingdon-
Laprairie*)—24.

(Quorum 12)

Maxime Guitard,

Clerk of the Special Joint Committee.

Corrigendum

Issue No. 6, page 205, right column, lines 39 and 40 should read: National Immigration policy is not sufficiently....

MINUTES OF PROCEEDINGS

Tuesday, April 11, 1967.
(34)

The Special Joint Committee of the Senate and House of Commons on Immigration met at 10:10 a.m. this day. The Chairman of the House of Commons' section, Mr. Klein, presided.

Members present:

Representing the Senate: The Honourable Senators: Baird, Langlois (2).

Representing the House of Commons: Messrs. Aiken, Baldwin, Bell (Carleton), Haidasz, Klein, Nasserden, Prud'homme (7).

In attendance: Group Captain Stefan Sznuk and Mr. Thomas Rene Sutherland.

The Chairman invited Group Captain Sznuk to read his brief before being questioned thereon.

The examination of the witness being completed, the Chairman thanked Group Captain Sznuk who retired.

Mr. Thomas Rene Sutherland is called. He read a joint brief prepared by both Mr. Ladislaus Jaskula and himself.

The witness having completed his submission, the Chairman thanked Mr. Sutherland who retired.

The Chairman read in extenso a telegram sent to the Committee by Mr. G. Gallagher.

The Committee agreed unanimously to the following:

(1) That a supplement to the brief of the Canadian Hungarian Federation regarding the White Paper on Canadian Immigration Policy be printed as an appendix to this day's Minutes of Proceedings and Evidence. (See appendix A-5).

(2) That, at the request of the Government of the Province of Manitoba, on behalf of which Minister Sidney Spivak appeared before this Committee on January 31, 1967, an error appearing on page 205 of issue No. 6 of this Committee's Minutes of Proceedings and Evidence, be corrected and printed as a corrigendum in the issue of the Committee's Report of this day's meeting.

At 11:45 a.m. the Committee adjourned to the call of the Chair.

Maxime Guitard,
Clerk of the Committee.



EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, April 11, 1967.

The Joint Chairman Mr. Klein: Gentlemen, we are very fortunate in having with us this morning Group Captain Stefan M. Sznuk, C.B.E., who was a career officer in the Polish Air Force and a graduate of the general staff, Academy of Warsaw. In the pre-war years he was responsible for all training in the Polish Air Force. When the war in Poland started in 1939 he was appointed Commanding Officer of Kraków Army Air Force. When the Polish Army was forced to cross into Roumania in September of 1939 and its members interned, Group Captain Sznuk planned and carried out a series of dramatic mass escapes resulting in the freeing of the majority of the personnel, who eventually reached England.

In England the Polish Air Force was reborn with Group Captain Sznuk as Chief of Staff. The Polish Air Force played a vital role in the Battle of Britain. In June of 1941 Group Captain Sznuk was sent to Canada as head of the Polish Military and Air Mission. His time was devoted to the British Commonwealth Air Training Plan, Transport Command at Dorval and to recruiting in Canada and the United States. He was awarded the Order of the Commander of the British Empire for the services he rendered in Canada. Since his arrival in Canada he has taken an active part in Polish-Canadian social organizations.

When the war was over he was a strong advocate of a wider opening of the Canadian door to immigration and has discussed the subject with members of the cabinet, parliament and the Senate. I am pleased to say that he is very well known to our former minister of immigration, Mr. Bell, who is sitting here this morning. Group Captain Sznuk has voluntarily devoted his time to continuing in these matters, and his work has been much appreciated by not only the veterans but also by the labour department and his endeavours were an important contribution to the success of the whole project, through which Canada gained many fine citizens.

In addition to this large group, Group Captain Sznuk has recommended and assisted in bringing to Canada very many scientists,

professors, doctors, technicians and others of great value to a growing country. Throughout the 22-year period he has been practically an every-day visitor to the immigration department, and he devotes all his free time to this work without remuneration, contributing his personal funds for correspondence, telephones, et cetera. This again proves his high sense of community responsibility.

It is impossible to enumerate in a short brief all the problems with which Group Captain Sznuk has approached the Canadian government, but it is pointed out that he made almost all the representations on behalf of the Canadian Polish Congress, which is his special interest. He is the Vice-President and his duties are to maintain liaison with the government and parliament. He is also chairman of the National Council of the Canadian Polish Congress Incorporated.

Therefore, gentlemen, it is indeed a pleasure and an honour to present to you Group Captain Sznuk, who will give us a short summary of his brief. Group Captain Stefan M. Sznuk.

Group Captain Stefan M. Sznuk: Mr. Chairman, before starting to read my brief I would like, with your permission, to express my gratitude to you for introducing me to the honourable and distinguished members of this important Committee. You were very kind indeed to commend my welfare work. In fact, I feel embarrassed because I did nothing more than a citizen's duty. I hope I will not violate the dignity of the Committee by telling a joke to camouflage my embarrassment. It goes like this.

"Just what good have you done for humanity?" asked the judge before passing sentence on a pickpocket. "Well", replied the criminal, "I have kept three or four detectives working regularly".

In case you honourable gentlemen, before passing sentence, ask me the same question, "What good have you done for humanity?" my answer would be, "I have picked the pockets of ten honourable immigration ministers for a few thousand visas and have kept a

few department officers working very diligently on Polish immigration problems."

Putting jokes aside, I would like to take the opportunity in appearing before this Committee to express my sincerest appreciation to all the honourable immigration ministers who so patiently listened to my numerous representations and were kind enough to consider them as just and profitable for Canada. I would also like to express my gratitude to all the parliamentary secretaries to the honourable ministers of immigration and to all other members of parliament who have shown great interest in the problems of immigration from Poland and who have assisted not only myself but many other people in bringing their relatives from Poland.

Finally, I feel obligated to express my thanks to those officers of the immigration department who so willingly and kindly assisted me in dealing with these problems. It is true that our discussions were quite open and very animated because of regulation deficiency, but I felt at all times that they were trying to do their best. In conclusion I wish to thank all concerned once more and, in accordance with the Polish custom, to say "Bóg Zapłać", which means God reward you.

(Translation)

Mr. Chairman, before discussing the immigration program, I would like to inform the French-speaking members and senators that they may, if they so desire, question me in their mother tongue. I shall attempt to reply in French.

(English)

Mr. Chairman, honourable and distinguished members of the Committee, I wish to thank you for inviting me to this hearing on the important subject of immigration.

Immigration was, and is, of prime importance to Canada and the reasons are obvious. This is a young nation, vigorous and ambitious; its eyes are fixed on distant horizons, and the vision of a great and glorious future. We have vast tracts of land, and in the oft repeated phrase—limitless natural resources that have scarcely been touched.

However, there is a limit to what even a young and vigorous nation can do. Canada has reason to be proud of her accomplishments of the past, and perhaps even more of those in recent years. We have done a magnificent job in building our economy but

could we not have done much more? Perhaps, but how much more? The question is academic in the face of recent manpower shortages. How can we hope for industrial and commercial expansion without an appreciable increase in our population? Natural growth will not be sufficient. The only possible answer is immigration. I do not mean haphazard immigration, but planned immigration and on a large scale. We will need skilled men in every trade and occupation and men in every walk of life.

It is erroneous to argue that any increase in population by immigration may create unemployment. We know from experience that our rising population has stimulated and expanded our rate of economic growth. It is not a matter of sharing with others what good fortune has given to us, but rather of permitting others to share in the wealth which they themselves will help to create. Immigration has proved to be a boon, not a threat, to labour. The periods of heaviest immigration in our history were times of rising wages and prosperity. Wages are paid out of production; immigration, which increases the volume of production, tends to increase the earnings of labour and contributes to prosperity.

I make these few observations to emphasize how strongly I believe that Canada's future lies in the encouragement of immigration and not in its restriction. I regard the White Paper as a progressive document that brings the thinking on immigration into a closer relationship with the economic needs of Canada and in terms that will be non-discriminatory and humanitarian. I praise the frankness with which it presents the fundamental factors affecting immigration and the principal difficulties of determining a national policy. I am deeply impressed that it emphasizes so rightly the humanitarian factors which should be reflected in the new immigration regulations. In particular, I read with admiration the statement in paragraph 8 which says:

The desire of families to be together is important, as is the humanitarian instinct of Canadians to be of assistance to people of other lands who need a place of refuge and a chance to rebuild their lives.

In my humble opinion, this is a most noble statement by the Government, and one of which any Canadian must be proud.

I appreciate very much the general principles that have been expressed in the White Paper, but with over 20 years of experience

in dealing with immigration problems, I am most concerned to see that any new regulation interprets and translates these principles faithfully. On November 15, 1966, while speaking to this Committee, the Honourable Mr. Marchand said: "We have open minds and we will be most willing to learn from any suggestions that are made as to ways in which we could improve our procedure." Encouraged by this sound statement, and no less by the Committee's kind invitation, I submit these suggestions to you for your humane and just consideration.

Background on Immigration from Poland.

As an ally, Poland fulfilled her obligations heroically and contributed in large measure to the winning of the war. Poland is at present governed by adherents of the Moscow-dominated Communist Party—a minority of the Polish people and a situation that was not of Poland's free choice. This regime has been forced on Poland only by the treacherous means of Red conspiracy and by the strength of the Soviet army. Unfortunately, it happened with the consent of the West. There is, therefore, an obligation on all free people who are concerned to ease this situation insofar as it is practicable for them to do so.

The great majority of Poland's people long desperately for a return to the western family of nations, and is strongly opposed to communism. This was clearly demonstrated by the Poznan riot and many other incidents, and moreover, by the constant, spontaneous, mass demonstration of unshattered faith in their church, so vigorously displayed during last year's celebration of the Millennium of Christianity.

Therefore, a clear distinction must be made between the present communist regime in Poland and the people.

There should be no fear that the immigrants to Canada from Poland would be any more sympathetic to communism than those coming from other countries; on the contrary, their experiences have taught them to be militantly anti-communist.

I wish to draw to your attention also that for an anti-communist, life is unbearable under the present regime in Poland. Apart from political repression, the economic situation makes life still grimmer for those who will not support the party line and program, even for material preferment. Most earn too much to die but too little to live adequately. Many

would like to migrate from Poland and in the circumstances which exist it is only natural and humane that Canadians of Polish descent are so anxious to sponsor or help bring relatives and friends from Poland.

The Immigration Policies and Procedures of Canada.

Un-sponsored Immigration.

Paragraph 47(a) of the White Paper says:

Un-sponsored immigrants will continue as at present to be admissible on their own personal merits from any country...

Therefore, one might suppose that un-sponsored migration from Poland is possible; unfortunately this is not the case. I am sure that the Committee will have noted paragraph 96 which says:

The new procedures will not apply where the rights of Canadians are not involved; that is, they will not apply to un-sponsored immigration from countries where normal security screening cannot be carried out.

In other words, un-sponsored immigration from Poland will still be prohibited and this is in contradiction with paragraph 47.

On November 17, 1966, the Honourable the Minister of Manpower and Immigration said: "I think that we have to find ways and means to have immigrants from those countries and all the facilities we can to accept them here."

I hope that with the assistance of this Committee the Honourable Minister of Manpower and Immigration will be able to remove all the barriers corking un-sponsored immigration from Poland. In my opinion the matter is of primary importance because it will provide Canada with professional and technically trained immigrants, so urgently needed.

To support my suggestion I would like to inform you that the United States Immigration and Nationality Act is not prohibitory regarding un-sponsored immigration from Poland. This gives evidence that the United States immigration authorities are satisfied to accept immigrants from Poland and issue visas on the basis of information obtained.

In the event that for security reasons, Canada is unwilling to issue an immigration visa on the basis of information obtained in Poland, then I suggest that "Conditional Entry" for a two-year period be put into

practice. This will give ample time to examine the value of the prospective immigrant. This proposal was presented to the Committee previously by the Association of Polish Engineers in Canada Inc. and, therefore, I need not elaborate on the problem. I would like to supplement it by suggesting that any person who is admitted conditionally, be regarded as lawfully admitted to Canada for permanent residence as of the date of his arrival when eligible for status adjustment. Such a provision would place him on exactly the same footing as any other class of immigrants and would allow him to apply for citizenship without losing two precious years.

Sponsored Immigration.

The Canadian Polish Congress Inc. have already presented a brief regarding sponsored immigration and asked for an enlargement of the scope of sponsorship. Therefore, I will limit my suggestions to other problems.

Paragraph 47(b), (v)—This defines an "orphan" as a child who has lost both parents. I suggest the definition might be broadened as follows: a child, under the age of 16, who is an orphan because of death or disappearance or, abandonment or desertion by, or separation or loss from, both parents, or for whom the sole or surviving parent is incapable of providing the proper care which will be provided to the child if admitted to Canada, subject to provincial laws governing child welfare."

It seems to me appropriate to inform you that a similar definition of an "orphan" exists in the United States immigration regulations. I am deeply convinced that this suggestion will appeal to the Committee's humanitarian feelings and will meet with your approval.

Paragraph 47(c), (iv)—In the event that the suggestion by the Canadian Polish Congress Inc. to enlarge the scope of sponsorship may not be approved, I would like to draw your attention to the following fact: Many Canadians of Polish origin, especially those from pre-war immigration movements, are well established but childless. They would like to bring to Canada some member of their families in order to make that person the beneficiary of their estates and to take care of them. In such cases, I suggest that Canada might allow sponsorship of the next of kin, even a distant relationship. It should be noted that when the next of kin is not allowed entry to Canada the estate is sold and the monies derived are sent to Poland. In such

event, Canada suffers financially and it is the communist regime that profits by the imposition of high taxes and an exchange rate which sets Canadian dollars much below their actual value. To an applicant who has worked hard all his life and is financially well established, the denial of permission to bring to Canada a relative who obviously will not become a public charge is interpreted as a clear evidence of discrimination.

Non-Immigrants

Paragraphs 51 and 52—The reasons which prompt people to by-pass the normal immigration procedure are not as simple as presented in the White Paper. Many people decide to leave their native country because of persecution, or fear of persecution on account of political opinion, religious beliefs, or other compelling reasons. They are, in fact, in the admissible class but unsponsored immigration from Poland is not provided for. Knowing this, they apply for visitor's visas. This is their only opportunity to leave the country. It should be borne in mind that for such a person a visa to Canada is a passport to freedom. He is convinced that in Canada, a truly free country, he will be welcomed and able to start a new life. Unfortunately, his hopes are shattered; instead of permanent admission he receives a deportation order and his despair, anxiety and hardship begin anew. It is a situation which emphasizes the need for allowing the unsponsored to immigrate from Poland. It is the only realistic solution that will cure the problem of visitors who ask for permission to stay in Canada.

Paragraph 54—Refugees.

On occasion, people in Poland may have an opportunity to leave with official permission on the pretext that they must travel from the country for special reasons. At present, such persons who have left Poland are obliged to wait two years before the department is willing to deal with their application for admission to Canada. In such circumstances, the prospect of "choosing freedom" is rather hopeless when one knows that he must wait two years before being able to immigrate to Canada. I suggest, therefore, you consider such persons as "Refugee-escapees" and that the department proceed with the case, without delay, on the basis of individual merit.

It seems to me that Canada's Immigration Act is lacking a very important quality if action cannot be taken on an application by a

person who has fled from a communist or communist-dominated country and is unable or unwilling to return to such country. To such persons a "conditional entry" could be granted for a period of two years prior to adjustment of status.

Paragraph 63(c)—Fugitive from justice.

It seems to me that this is too broad a definition. For example, a person who was convicted because of his political activities succeeds in fleeing from his native country. What would be the department's decision? Will such persons be classified as "fugitives from justice"? It would be very difficult to give evidence that the offence was purely of political nature since the Polish law is written in such a manner that a bandit and an anti-communist will be sentenced under the same paragraph of the Criminal Code. But even were the evidence presented to an immigration officer he would have difficulty in making a decision because of the wording of the regulation.

Paragraph 63(g).

I suggest the following words: "seeking unlawful or unauthorized employment" be eliminated. If this regulation means, "parent or grandparent not entering the labour force" or even visitors, then the department will be overflowing with deportation orders. It is hard to believe that a person able to work could stay idle for a period of five years. To enforce it would be a form of mental cruelty and a denial of the freedoms immigrants have found in Canada. Concerning visitors, they take casual work for many different reasons. The professionals are interested in the new methods of production, construction, etc., which are more advanced than those in their own country. Some would like to be able to cover their costly travelling expenses. Others have hospital bills because of unexpected illness. In fact, they meet local shortages of manpower and, therefore, contribute in some way to the economic development of Canada.

Paragraph 78(b)

If the department does introduce an identity card which can be issued to future immigrants, I would like to suggest some sort of agreement be made with the United States immigration authorities and the identity card be honoured by allowing the immigrant freely to cross the border both ways. At present those who are not Canadian citizens can enter the United States only after obtaining a visi-

tor's visa, requiring also a valid passport from their country of origin. Many immigrants in Canada do not want to approach their embassies and disclose their whereabouts, or supply information as to their occupation, earnings, etc.

Conclusions

The majority of immigrants coming to Canada are from free countries and are seeking nothing more than an opportunity to improve their standard of living. Those from Poland seek freedom and an opportunity to resume life in a democratic society. I hope that in drawing up its recommendations the Committee will keep in mind this distinction and urge the Government to increase immigration from Poland. This would be altogether in sympathy with the White Paper statement in paragraph 40 which says:

... immigration policy and procedure should accord with the basic principles of humanity and justice which Canadians demand of their national endeavours.

In the general context I urge also that the Committee give leadership in the difficult problems associated with the recognition in Canada of the professional or journeyman training that immigrants receive in their own countries. Indeed, the whole question of the integration of immigrants into Canadian society is one that deserves continuing department study.

As yet there exists no governmental or other permanent body concerned with the study of the process of immigrants integration. As long as no such body exists, we shall lack the knowledge necessary for assisting the immigrant in the complex process of becoming a fully productive member of the host society. In fact, we also lack the knowledge of essential elements for a sound immigration policy blueprint for the future. In view of this, I suggest the establishing of a research institute on the integration of immigrants. Such institute will require the brains of most experienced sociologists and economists, therefore, it should be established at a university. A logical place for such an institute would be Ottawa. I am certain that as a joint venture the institute would be beneficial to both the Government agencies and the academic community.

It is the record of accomplishments and failures, the triumphs and tragedies, over the years, that immigrants and Canada's immigration policy must be judged by. I predict

that such studies would show that immigrants from Poland are second to none.

The Joint Chairman Mr. Klein: Thank you very much, Mr. Sznuk. I am sure that the Committee will agree that this is a very excellent brief.

Are there any questions that any members of the Committee seek to put to the witness?

If not, I want to thank you very much again, and to tell you that the briefs of the Polish community have been very well received by this Committee and that consideration will be given to many of the things that you have put in your brief.

Mr. Haidasz: Mr. Chairman, I would like to ask a few questions.

Group Captain Sznuk, I know of your work in trying to help Canadian citizens to have their families join with them here in Canada. I know that you have been very successful and that your experience probably is greater than anyone that I know of in making personal representations here in Ottawa on individual cases.

In view of your experience, Group Captain Sznuk, I would like to ask what you would suggest to help the Canadian government overcome what is called the barrier to unsponsored immigration, this so-called "security screening"?

Mr. Sznuk: I have just mentioned that the United States make no restriction. This means that you can get sufficient information to allow somebody to come. If Canada is more cautious, then I suggest what was presented by the engineers, that Canada let people come for a two-year period. This would allow you ample time to check, and it seems to me that it is not too difficult nor impossible to get information from Poland about an immigrant. The Americans do this through a very broad questionnaire, and the person must sign it. In case something is wrong, he knows that he could be deported. I would like to say that as yet we have had no occasion in the United States where a Pole was deported.

Mr. Haidasz: I noticed at page 5 of your brief your suggestion of "Conditional Entry" for a two-year period. As you know, we have a section like this for the people who are classified as refugees who come from Iron Curtain countries and find themselves in some of the countries of the western world. They are asked to live there for two years before they can finally formally apply for entry to Canada.

Mr. Sznuk: I shall explain this. My experience with such cases has been to immediately approach the Minister of Immigration who, at that time, was Mr. Pickersgill. He gave consent to recognize these people as refugees and, therefore, the department was able to deal with their cases immediately. However, after a period of time and a change of ministers, the higher ranking officers in the department decided that somebody who crossed the border legally with a passport in hand could not be considered as a refugee and, therefore, the two-year period was again requested. This is certainly a terrific hardship. It is impossible to suppose that somebody who has left Poland in a very difficult financial situation has enough money to wait two years in another country. Now, the other country, knowing that his intentions are to migrate to Canada, is not anxious to give him a permanent job, so the poor refugee has a very difficult period of time. Further, this time is absolutely lost for him and for Canada. I know of such cases. The minister is travelling all over Europe looking for engineers; I submitted an application of an engineer who is in Europe, having escaped from Poland, and it was rejected, so something is wrong here. Canada is looking for engineers, but the regulations do not permit their admittance.

Mr. Haidasz: What has been your experience, or have you had any experience lately in trying to bring people to Canada who, for example, have no relatives here and who perhaps do not meet the educational requirements, but who have been delayed perhaps for certain reasons? I refer especially to members of the Polish armed forces who have served with the allied armies and who are still overseas, but would like to come here. Have you made any representations to the Minister of Veterans Affairs or to the Prime Minister about any such cases that are still lingering?

Mr. Sznuk: No. The problem is still a very difficult one, because no unsponsored immigration is permitted for security reasons. We are stopped and there is nothing we can do. In some cases I succeeded in getting documents proving that the men in the war were strongly anti-Communist. If it is noted that a person is really worthy and would make a very good citizen, then I do get information, but each time you must start anew with the same problem. It is very, very difficult to bring in a person. It seems to me that you mentioned only the unsponsored person, but there is also a problem with respect to visi-

tors' visas. I mention in my brief that only unsponsored immigration would cure this problem. We must understand that people who have the chance to get out of the socialistic hell will certainly do anything to get out. If they are able to get visitors' visas, certainly they will be taking chances, but Canada does not admit any political refugees. You will recall the Hungarian problem where it was necessary that a special decision be made by the government, commerce, and business, and this bill was the result. But now, in the new regulations, it says that if an immigrant can comply with no immigrant requirements, he can remain here. But I have cases here in Ottawa at the present time. For example, a couple came before the time set by the minister and at the last moment they applied for a permit. They did not know that they must apply immediately and that if they waited until afterwards their application would not be received. They were patiently waiting until their visas expired, and were sure that they would be permitted to remain. They thought they had to make their application at that time, but when they came to the office they were requested to leave Canada. This problem must be solved. You cannot regard all visitors as non grata persons.

Mr. Haidasz: I have also made representations for such persons, and the minister and his advisers are very reluctant to use their ministerial discretion in considering such cases on their personal merit. Have you any comments to make about ministerial discretion in the future?

Mr. Sznuk: Certainly the minister must help, because there are so many cases which the regulations are unable to cover. I can give you an example. I am dealing with facts. I know a gentleman in Canada who came here to join his father. His father died, but he came as a student in university. He was not a landed immigrant, but was here only temporarily while attending university. He finished university and won a scholarship to continue his studies to become a doctor. He obtained a doctor's degree and immediately attained a very high position with a yearly salary of \$40,000. For a beginner, it was a very high position. Being a bachelor, he applied to bring in his married sister and her three children. Although he has been in Canada for six years, his permanent landing is only two years old so the application was rejected because he is not a Canadian citizen yet. Now, what will happen in the meantime?

The regulation says that children under 18 years of age can come with their mother, but if he waits three years, when he can become a citizen of Canada, then the children will be over 18 years of age and will not come under the regulation. They will not be admissible. So I asked this: give him permission to bring his sister now, or please make a special regulation for special permission for one child to come when he is 20 years old. The family must come together. It is impossible to imagine that the family would be broken—that the family would come to Canada while one child remained in Poland. The case was rejected. The gentleman is awaiting his citizenship. Excuse me for this word, but this is bureaucracy.

Mr. Haidasz: I should just like to ask one more question. I do not know, sir, whether you have had the opportunity of studying the new law that was given royal assent—the establishment of the Immigration Appeal Board. Have you any comments on that new piece of legislation?

Mr. Sznuk: It is already the law so it is useless to make comment, except to say that in this paragraph there is a contradiction. The paragraph states that compassionate grounds would be taken under consideration, but this stipulation covers only those groups that come under the regulations. Therefore, if they are in accordance with the regulations, then no compassionate grounds are needed. Compassionate grounds would be used only when something is outside the regulations. Now the court would not be allowed to use any such decision because it is outside the regulations. So, in fact, many of the hearings have been lost to this court, which must deal strictly with this paragraph if they are unable to make a judgment on compassionate grounds. Then certainly the Minister must have the power to make decisions. It is very difficult to imagine what the circumstances could be. I know of a case where a lady submitted an application for admission of her sister but had not as of that date signed the papers her lawyer was preparing for her. She sent the affidavit to her sister in Poland. Her sister got her passport and was ready to come to Canada but she had received no Canadian visa. Why? The sister became mentally ill and her application could not be accepted. So, what was to be done? In any event, the problem was solved by the department. Really, it was a very beautiful decision, a very generous decision; the sister came here and took

care of her sister who, was not too sick because she was allowed to return home under the supervision of her sister. I am giving this as an example because it is impossible to foresee what the circumstances will be.

In respect of security, I know of a case where two different people, of no relation at all, were born in the same city on the same day. One of them was certainly not admissible to Canada, but the other was a perfect citizen. Although her papers were in order, she was not admissible. These were two different people. So, such things are hard to believe, but they do happen.

Mr. Haidasz: Thank you for your explanations, Group Captain. I agree with the brief because it coincides with the requests and the demands I have been receiving from Canadians not only of Polish origin but of other national origins who have these problems and to which you have, I believe, clearly demonstrated many solutions. I appreciate it very much.

Mr. Sznuk: I would like to say that in many cases the department was very generous and understood the problems, but it depends through which channel the case goes.

The Joint Chairman Mr. Klein: There are some generous officers and there are some who are not.

Mr. Sznuk: The department is still a young department and there are probably very many officers who are newcomers. Some understand the situation and are willing to help whereas others are simply frightened to do something which is not according to the regulations. So we must understand them too. But at the top level some changes must be made in the regulations because the way it is now is impossible.

Mr. Haidasz: Perhaps I could ask another question, Mr. Chairman. Group Captain, you have probably heard that it is the government's intention to send an immigration officer to open an immigration office in Warsaw. With your experience in emigration cases during the time you lived in Poland, what suggestions or comments would you like to offer about the prospects and the success of such an office in Warsaw under the present political circumstances in Poland?

Mr. Sznuk: As I mentioned in my brief, it seems to me that this is now Canada's best source of immigrants. There are too many engineers, too many doctors, too many den-

tists and specialists in Poland, who would certainly be willing to migrate. Why are we so frightened that somebody, especially from Poland, might be a communist? The communists, if they want to come to Canada, do not necessarily have to come from Poland; they can come from Italy, from Germany and from many other countries where there is not the same difficulty experienced in coming to Canada.

The Joint Chairman Mr. Klein: Thank you very much, Group Captain Sznuk. Did you want to add something?

Mr. Sznuk: I would like to have put in the record the letter from Prime Minister St. Laurent, which speaks about the Polish immigration and the first group of immigrants who came to Canada. As you will recall, it was the Polish veterans. A group of 4,527 came under a farm contract which lasted for two years. For their tenth anniversary this letter was received by the Association of Polish Veterans.

Ten years ago Canadians welcomed to our land thousands of veterans of the Polish forces who side by side with our own sons and daughters had been fighting to keep freedom alive. In the years which have followed there has been no cause to regret the spontaneous enthusiasm which greeted the decision of the Canadian government to make this, the first postwar migration possible. Not only have your members enriched our way of life by adding to it the great cultural heritage of the Polish nation, but you have also played your full part, most of you now as Canadian citizens, in the amazing progress our nation has been enjoying.

To each of you I offer my warmest congratulations on this anniversary and my sincere good wishes for the future.

Sgd. Louis St. Laurent.

The Minister of Labour, Honourable Milton F. Gregg, said this:

You kept the faith. You honoured your agreements. Your initiative, resourcefulness and efforts to adapt yourself to our Canadian ways were a shining example to others from Europe who followed you to Canada.

This is an example of how good Polish immigrants really are.

The Joint Chairman Mr. Klein: Thank you very much, Group Captain. We appreciate your coming here and helping us in our deliberations.

Mr. Sznuk: I have something for you which may be of assistance. May I offer you the Immigration Journal of the United States.

The Joint Chairman Mr. Klein: Thank you very much.

We have a further witness. I might point out that we are now reaching the last witness that will be heard in this connection. On Thursday we will be having Mr. Sedgwick on the Sedgwick Report. It is now the intention of the Committee to close the hearings as of this week. I would hope that Committee members will assemble at the next session on Thursday because certain decisions will be taken on the question of writing the report. I have received some suggestions from Mr. Baldwin in respect of the inclusion of certain items in the report. It might be valuable if members of the Committee between now and Thursday might give some consideration as to how we should proceed with the report.

Gentlemen, I am very happy to present to you at this time Mr. Thomas Rene Sutherland, a practising attorney from Hamilton, Ontario, who, with Mr. John Ladislaus Jaskula, has presented a joint brief. Mr. Sutherland do you intend to present your brief in total or are you going to make a synopsis of it?

Mr. Thomas Rene Sutherland (Hamilton, Ontario): Mr. Chairman, I thought I would go over it in total.

The Joint Chairman Mr. Klein: Mr. Sutherland, would you proceed please.

Mr. Sutherland: At the outset, Mr. Chairman, may I, on behalf of myself and my associate, Mr. Jaskula, thank you for giving us the opportunity to address the Committee. Also, may I commend Mr. Marchand and his department for the efforts they have made since Mr. Marchand became Minister of Manpower and Immigration. Certainly it goes without saying, I think, that the Committee has appreciated a complete overhaul of the immigration laws of Canada are long overdue and it is finally being brought about by Mr. Marchand. As indicated in the second paragraph of the first page, I think this is a difficult portfolio to administer. It is very sensitive, to put it in a very summary way. The Committee has heard many representations

and briefs. I understand that I am the second last one to present a brief, so I will try to be as brief as I can.

It may well be that some of the points that I and my friend, Mr. Jaskula, my associate, have made, already have been made and considered by this Committee but, of course, I only know, as Mr. Will Rogers once said, what I read in the newspapers. I have not been able to attend all the Committee hearings so I do not know how much duplication there is, except for some newspaper accounts that I have heard.

As citizens interested in Immigration and practicing lawyers in the City of Hamilton, a City whose citizens are also vitally interested in the problems of Immigration, we respectfully submit herewith a brief expressing our personal views on the recent White Paper on Immigration submitted by the Honourable Jean Marchand, the Minister of Manpower and Immigration.

General

We are interested in all aspects of Immigration—both the external and the internal problems of proposed and pending immigrants, the present and future effects of Immigration on the economic development of Canada and the humanitarian and practical policies to be practiced and we commend the Minister for his attempt to bring about the long awaited changes in the Immigration Act and its regulations. We appreciate the many difficulties encountered in administering the field of Immigration; however, with respect, we believe there are areas in the proposed White Paper which demand careful review and upon which we wish to comment.

1. Generally speaking, however, we wish to recommend to this Committee and the Minister the creation of a committee or board of senior officials in the departments of Government involved in the various forms of economic planning, such as monetary policy, fiscal policy, manpower policy and immigration policy of the purpose of planning policies and implementing programs to assist in the long term economic planning and development of Canada as suggested by the Economic Council of Canada in its third annual review—Co-ordinating Horizontally and Vertically.

2. Educated and Skilled Immigrants

We appreciate the desire to attract the highly educated and skilled unsponsored immigrant to Canada, but, this in a sense is a

perpetuation of the exclusive immigration policy which we have hopes of seeing changed. If we seek only those who we feel have educational and skilled qualifications determined by a few, then we discriminate against those who have the intelligence, the ability and the motivation to succeed, but unfortunately, in their country, do not have sufficient educational facilities to fulfil their need and desire for education. In this connection we would point out the statement in the White Paper, paragraph 106, that the key involved here is the concept of adaptability.

We wish to point out the conclusion of the examiners of the organization for Economic Co-operation and Development in their report published in 1966 on their examination of Canada's Manpower Policy, which is set out on page 123 of the report entitled "Manpower Policy and Programs in Canada" and this part reads as follows:

"There is one important aspect which is not being given adequate attention in Canada, namely, the international implications of the migration of highly trained manpower. There is a growing movement of skilled workers from the less developed to the richest countries, and this loss may seriously impair the ability of the poor countries to carry on their plans for economic growth."

We therefore, respectfully question the need or the desire to attract only those whose documents reveal them to be skilled and educated. We suggest that as great an emphasis be placed on the immigrants potential ability to acquire occupational skills. In this connection, I am thinking of on-the-job training. In my opinion, there has been great success in respect of persons coming in untrained, being put right on the job and being trained at the outset, as opposed to having been trained before they arrive on the job. This is what I am thinking of here, Mr. Chairman. Since immigration is now associated with manpower, we suggest greater attention and emphasis be placed on the training and education of the immigrant.

Mr. Chairman, I think it is a sad commentary on Canada's immigration policy that we have only approximately 20 million people after 100 years of existence. It seems to me that a bolder approach to immigration should have been effected a long time ago. Certainly this does not mean to say that we open the flood gates and let anyone come in, but I think there has been a lack of a good hard

look at the immigration policy and a forceful view perpetrated in the immigration department. I think that is required. We could have done a lot more to bring over people, have them properly trained and absorbed into the population and the economy of this country, and I think this is where, generally speaking, the overall theme of this brief wishes to put the finger. This is one of the main points I would like to make to the Committee this morning.

Past fears of impending dislocation of workers because of technological change have never been proven. No one, as yet, has stated unequivocally that rapid technological change in industry will cause all but the highly skilled to lose their jobs. We believe that the need for the semi-skilled, unskilled is as great as ever and the request of the Province of Manitoba for 3,500 unskilled workers per year for several years is adequate evidence of this demand.

3. Sponsored and unsponsored Immigrants

We have already dealt with the unsponsored immigrant.

We suggest that the White Paper gives sufficient evidence that the fears expressed about sponsored immigrants has no basis in fact. The restrictions placed upon the sponsors and the unsponsored are undesirable. Literacy and education requirements are artificial and unnecessary.

We seek unsponsored skilled and educated immigrants and ask them to come to Canada and then bar the door as far as their relatives are concerned—if their relatives, I might add, are unskilled.

We suggest, therefore, that the restrictions suggested by the White Paper not be enacted and that the government consider extending the degree of kinship and increasing the age of the proposed sponsored immigrant. On this point, I might say that I am aware that the Department has already been considering this extension of kinship but I only point it out for the purpose of emphasis. It is a question, I think, of how far the kinship should be extended. Perhaps a limit can be placed on the number of next of kin that can be sponsored where the degree of kinship goes beyond brothers and sisters. In this way, those in Canada who do not have mothers and fathers or brothers and sisters alive, but wish to have a next of kin with them in Canada, should not be penalized because of lack of immediacy in the family. After all, if this person had

had a brother which he could have sponsored, that brother eventually could have brought his sons and daughters to Canada.

4. We also object to the right of the Department of Justice to interfere in sponsorship cases. We especially deplore the fact that while a man in the 1930's in his youth may have been unfortunate enough to belong to a radical group for even a short period or perhaps in that time subscribe to a radically inclined journal, he now be given a second-class citizenship status and, not only he, but his wife as well, be prevented from sponsorship of an unmarried nephew or niece up to the age of twenty-one years. Under the present regulations a man such as this is denied the basic right of our democratic system. He is deemed guilty of something and denied the right to defend himself. In this connection we would suggest that Section 5, Subsection 1 of the present Immigration Act be amended by deleting the words "or associated with". It is our submission that the phrase is too vague and broad and appears to include anyone who said anything that might be interpreted as infringing upon the security of Canada. In this connection we concur with the statement set out in paragraph 60, page 25 of the White Paper. We would further recommend that the words "likely to engage in" Section 5, Subsection M, of the Immigration Act be deleted as being too vague and consequently leaving too much discretion to the Immigration Officer.

5. Selection and Control Measures Security Screening

We appreciate the suggestion in the White Paper that discrimination in sponsorship cases will be eliminated as soon as possible. We welcome the suggestion in view of the apparent disintegration of the Iron Curtain. I think this is what was just being discussed by the previous witness—establishment of immigration officers in so-called communist countries, including Poland. We therefore suggest the creation of a special board or committee or branch of the Department for the purpose of establishing contact and beginning dialogue with countries such as Poland, Yugoslavia, Hungary and such former countries now under Russia as Lithuania and the Ukraine, to determine what arrangements can be made for future immigration to Canada. No doubt, this would have to be done in coordination with the Department of External Affairs. But certainly we can benefit from the détente that has supposedly been established in Europe in

terms of Canada's immigration policy. The war is not as cold as it used to be, as they say, and I think that there is a lessening and a dropping down, if you like, of the barriers between the east and the west in Europe; I think that our Immigration Department can take advantage of this by establishing immigration offices which are much needed in those countries that are in the eastern part of Europe and which, as the previous witness had already indicated to you, are replete with highly skilled people who have no opportunities to render services in their country for certain reasons, one of them being that there is an over-abundance of their needs there, particularly with respect to the professions.

With respect to Appeals, I understand that this brief perhaps is rather late in that the legislation has already been passed, so perhaps it might be superfluous if I discussed it any further. I will overlook it, unless there are any questions arising therefrom.

I might say I do not purport to be any expert on the subject. I am just someone interested in the field of immigration, and some of these views may, as I say, already have been discussed and carefully considered. It may be superfluous in that sense to touch on them, but I would like to drop down if I may, Mr. Chairman, to point number 8 on page 5.

8. The phrase "in the opinion of a special inquiry officer" which is used throughout the Act may be well necessary for administering the policy of the act. However, we would draw your attention to it, pointing out what we consider to be the danger of putting too much discretion in the hands of civil servants who may well be lacking in the necessary qualifications to make such decisions. A case in point occurred recently in Hamilton where a Polish Canadian applied to have his relative admitted to Canada as a landed immigrant and upon being told by the Immigration Officer that such applicant was unqualified, the Polish Canadian subsequently applied to have the relative come to Canada as a visitor upon a temporary visa. The second request was refused and the reason given was that the application was not bona fide. Immigration officers at offices throughout Canada should be fact finders only and not be given the judicial right to determine the persons' good faith in making such applications.

I might say, Mr. Chairman, that the paragraphs hereafter are not properly numbered. The next paragraph is paragraph 9 and is the first paragraph at the top of page 6 of this brief.

9. We recommend that any hearings to deal with whether or not a person is to be deported should be held as soon as it is practicable and in this connection we would recommend that if necessary section 17 of the present Immigration Act be amended to allow for this. In recent years cases came to light where persons were incarcerated for extremely long periods of time awaiting a hearing to determine whether or not they should be deported. Further it goes without saying that proper detention facilities should be provided pending the hearing of this inquiry.

I am sure that the Committee is well aware of the great furor over this situation a year or so ago. It occurred, as I recall, in the Don Jail where there were people incarcerated, pending hearings, for a long period of time and it was only discovered after they had been in there for some ridiculous period of nine, ten or twelve months.

10. A person found to have entered Canada illegally but has over the years made a worthwhile contribution should be given the right to apply for a landed immigrant status without penalty.

11. We suggest a thorough review of subsection A of Section 5 of the Immigration Act in light of the advancement of medicine today. In particular, we would delete the words "at any time" in Subsection A.

What I am getting at there is simply this. There are a number of categories defined in this section dealing with those who have mental problems. The way it is worded presently is that anyone who was ever insane, for instance, at any time, even though they are a fit person when they do apply, mentally stable and so forth, cannot ever apply to become a landed immigrant. Certainly I do not think we would want this in a completely revamped immigration act. In other words, if they are a fit person at the time of application they should be admitted. If they are not fit certainly they should not be. This is the point we make on number 11. I will go on now to the next paragraph.

On this point the fact that a person has had mental illness at some time in his or her past history should not be, in our submission, an absolute bar to such persons admittance to Canada. Of course, we would expect that any classification of persons with mental illnesses would be certified by a medical officer and it might well be advisable to spell this out in the subsection.

12. In both sections 17 and 18 of the Immigration Act we submit that an amendment should be made so that it is incumbent upon the Immigrant Officer to advise the person in question of his right to obtain counsel and in general to be instructed as to his rights in relation thereto. In this connection we concur with paragraph 86 on page 34 of the White Paper. I believe the Committee has already considered this.

13. We note that Section 20 of the Immigration Regulations part 1 limits certain relatives of Canadian citizens from certain countries from coming into Canada. This is right in the regulations and I believe the Committee has been considering this as well. We would suggest that this be changed so that people from every country have the same equal opportunities as far as bringing relatives over are concerned.

Paragraph 14 has already been dealt with I am sure, particularly with respect to the previous witness—establishing immigration offices in areas in the world where none exist and setting up more offices where very few exist. I know this is not an easy task but there are countries, for example, like Greece where there has been a tremendous influx or immigrant potential from those countries but the opportunity for processing them obviously has not presented itself in view of the fact that there has been very few immigration offices. I think, as indicated at the bottom of that paragraph, this has prompted such incidents such as ship jumping that have occurred particularly with respect to the ports in Montreal and Toronto. I think this is one of the reasons for it. We have nine or ten immigration offices in the United Kingdom. We might have one, although I am not sure how many there are, in Greece, for instance, where the immigrant potential, in other words, the necessity is there for immigration offices. Certainly, there are other countries where the immigrant potential is not as great, and I would suggest that this does tend to discriminate in terms of who can come from the country. When there are no facilities to provide for these people to be processed properly, how else can they get in but through the illegal method which, of course, we want to stop right at the moment. We want to have the people coming in through the proper channels. But if we do not have the facilities for it, we cannot do that.

Number 15 deals with reasons for refusing an applicant admission and I would submit

that the person should be notified of the reasons why he is being refused admission unless, of course, the reason involves national security. I think that is something we have to keep in mind; that exception has to be upheld. But, if it is not a situation of national security, then I think reasons for refusal should be given to the persons concerned. I think it is a most frustrating moment when they have applied and are told they cannot come in but they do not know why.

Number 16, I think, Mr. Chairman, is probably one of the most important submissions and I would like to point it out to the Committee. It deals with the co-operation between the federal and provincial governments in the immigration field. I will simply read it.

16. We submit that closer co-operation between the Federal and Provincial Governments in the field of Education as well as Immigration will be necessary, since the number of immigrants needed will depend on the requirements of the country as a whole. In this regard we propose that an advisory board composed of the various departments concerned in both the Provincial and Federal Governments be set up to advise the Immigration Department as to the number and classification of immigrants required each year based on the projected economic growth. We would suggest that one of the principles to be followed by the said board would be a bold approach in terms of employment as suggested in the Deutsch report. We appreciate that this point is dealt with in paragraph 103 page 39 of the White Paper but it is our respectful submission that it is dealt with entirely on a Federal level alone. The Manpower section of the new department of Manpower and Immigration will be in the good position to assess labour shortages in industry and advise the Immigration Authorities. But in such fields as education the provinces can play a vital role by having a representative on this advisory board in order to assist the Department of Manpower and Immigration more directly, accurately and therefore efficiently, so that the said department can properly administer this department as we feel it should. This board would also advise the prospective immigrant where he will settle in Canada, where he is needed and required, at least initially. Then of course he may choose to move.

I think the government should give direction as to where the immigrants should go rather than let them go where they please. But then, of course, as freedom of movement

in a democratic society must be allowed, it should be left up to them to make the second decision; but I think initially the government should give direction as to where these immigrants will settle. Certainly the needs of say, the hinterland of British Columbia are different from those of the Golden Horseshoe in Southern Ontario, in terms of requirements of immigrants, and I think this is where each province should have a representative on the board to help the Department of Manpower and Immigration decide where these immigrants should be going, how many are needed and the type of immigrants needed. This is where I feel very strongly about the immigration officer who has no communication or little communication with the various provinces in terms of what immigrants are required and what qualifications they should possess.

As pointed out in the next paragraph, Mr. Chairman, this may require some amendment in the British North America Act under our present constitution, as Immigration is, as you are well aware, under the jurisdiction of the federal government.

We feel there is a lack of communication between the Federal and Provincial Governments in this area and we feel that the local municipalities as well, could play a direct role in advising the Department of Manpower and Immigration the classification and number of immigrants required in the particular areas within the country and co-operating with them with respect to providing facilities for educating the immigrants as has already been attempted in some areas within the country.

It is not the easiest thing, I might point out, not only to look after having them brought in properly, processing them and so forth, but educating them as well, when they get here. I think a greater effort in this area should be made than is now being made. There has been, on the local municipality level, at least in our area, some measure of success in the education of immigrants so that they can be absorbed as quickly as possible into the economy, atmosphere, traditions, and what have you, of the country.

The next section, Mr. Chairman, is under citizenship, so I will not deal with it because it is now, I understand, under the administration of the Secretary of State, Miss LaMarsh.

That is all I wish to say. I hope our brief has been short enough.

The Joint Chairman Senator Langlois: Are there any questions? There are no questions. Mr. Sutherland, on behalf of our Committee I want to thank you for your contribution to our work. I wish to assure you that your representations will receive our consideration.

Mr. Sutherland: Thank you, Mr. Chairman.

The Joint Chairman Senator Langlois: This is the last witness for the day, but before closing this meeting we have some routine business to attend to.

First, there is a correction to be made in the brief submitted by the Government of Manitoba. We have received a letter from the Assistant Deputy Minister pointing out that:

Under Item VII. Recommendations, Point 1, Recommendation 1 in italics indicates that "National immigration policy is sufficiently flexible. . .". I think if you examine the report you will see that the proper statement would be "National immigration policy is *not* sufficiently flexible. . .".

In the negative instead of the affirmative. Is it agreed that we make this correction?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: We have received a letter from the Canadian Hungarian Federation enclosing a supplement to their brief. I have the supplement here. Is it the wish of the Committee that this supplement be printed and included in the minutes of the proceedings?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: We have received a telegram from Mr. G. Gallagher, of the Labourers' International Union of North America, Local 183, of Toronto. It is addressed to the Minister of Manpower and Immigration and to our Committee. It is dated March 20, 1967, and reads as follows:

On behalf of the officers and members of the Labourers International Union of North America Local 183 we wish to protest in the strongest possible terms against the statement made by Mr. N. Di Lorenzo to your Committee. The 2000 Italian members of our local are shocked and ashamed of Mr. Di Lorenzo's statement about the Italian community in Canada and to his suggestion that in southern Italy a feudal system is still existing. Our local has Italian members from both north and south Italy and we in this local do not discriminate against any section but we welcome all Italians as hardworking decent people who are playing a big part to build Canada into one of the great nations of the world.

Mr. N. Di Lorenzo wants to create a slave market of cheap labour who could be exploited at will. It is especially shocking that this statement should come from a person who is himself an immigrant.

This ends the business of the meeting for today, gentlemen.

Is it the wish of the Committee to adjourn until Thursday, April 13, at 10.00 a.m.?

Some hon. Members: Agreed.

APPENDIX A-5

SUPPLEMENT

to the

BRIEF TO THE CANADIAN HUNGARIAN
FEDERATION

regarding the

"WHITE PAPER ON CANADIAN
IMMIGRATION POLICY"

submitted to the Special Joint Committee
of the Senate and of the House of
Commons, on the 14th March, 1967.

Introduction

We would like to enlarge on our submissions expressed on Page 9 of our Brief.

In our opinion, the prime objective of the policies outlined in the White Paper is to regulate the flow of immigrants under normal circumstances.

Emergencies

1. We wish to emphasize, however, that should at any future time an emergency similar to the one following the suppression of the Hungarian Uprising in 1956 arise, we would advocate special measures in order to admit refugees at the same scale and in accordance with the same principles as adopted by Canada late in 1956 and early in 1957.

"Qualifying" or "Non-Qualifying" Refugees

2. Our submissions regarding "qualifying" (or rather "eligible") refugees is intended to mean that such refugees ought to be admitted as other immigrants, since in the case of this category, we have not to fall back on

humanitarian considerations. This, however, does not imply that we do not favour the admission of "non-qualifying" refugees on humanitarian grounds, since it is our opinion that refugees ought to be admitted notwithstanding qualifications or skills.

It should be recognized that in practice,—by adopting appropriate measures,—refugees ought to be admitted within any one of the four main categories of immigrants:

(a) either as "selected", Paragraphs No. 17a and 47a; (b) or as "sponsored", Paragraphs No. 17b, 47b and c; or as "non-immigrant", Paragraph No. 52; (d) or finally, as "humanitarian" cases, Paragraph No. 54.

Asylum

3. We wish to re-emphasize the high moral priority in admitting individuals who are seeking asylum in Canada because of political persecution inflicted upon them by totalitarian regimes in the native country.

Elimination of Discrimination

4. We also wish to refer to paragraph No. 19 of the White Paper which deplores the existing unintentional discrimination against immigrants seeking admission from behind the iron curtain.

We feel that this discrimination could be eliminated by appropriate administrative action and that as far as sponsored immigrants are concerned, the important consideration of national security could be adequately safeguarded by inquiries into the personal background of the sponsors.

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OF
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HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966-67

THE SPECIAL JOINT COMMITTEE OF THE SENATE AND HOUSE OF COMMONS ON

IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

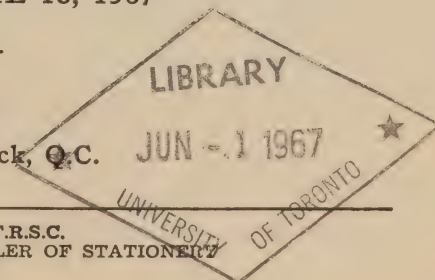
No. 18

THURSDAY, APRIL 13, 1967

WITNESS:

Mr. Joseph Sedgwick, Q.C.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967



MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

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Mr. Milton L. Klein, Chairman

and

Mr. Aiken,	Mr. Enns,	Mr. Régimbal,
Mr. Badanai,	Mr. Haidasz,	Mr. Roxburgh,
Mr. Baldwin,	Mr. Laprise,	Mr. Skoreyko,
Mr. Bell (<i>Carleton</i>),	Mr. Macaluso,	Mr. Ryan,
Mr. Blouin,	Mr. Munro,	Mr. Watson (<i>Château- guay-Huntingdon- Laprairie</i>)—24.
Mr. Brewin,	Mr. Nasserden,	
Mr. Crossman,	Mr. Orlikow,	
Mr. Deachman,	Mr. Pelletier,	
Mr. Dinsdale,	Mr. Prud'homme,	

(Quorum 12)

Maxime Guitard,

Clerk of the Special Joint Committee.

MINUTES OF PROCEEDINGS

Thursday, April 13, 1967.

(35)

The Special Joint Committee of the Senate and House of Commons on Immigration met at 10:28 a.m. this day. The Chairman of the Senate's section, Hon. Senator Langlois, presided.

Members present:

Representing the Senate: The Honourable Senators: Baird, Desruisseaux, Langlois, Willis.

Representing the House of Commons: Messrs. Aiken, Baldwin, Bell (*Carleton*), Brewin, Dinsdale, Haidasz, Nasserden, Orlikow, Roxburgh, Skoreyko.

In attendance: Mr. Joseph Sedgwick, Q.C., author of the Sedgwick Report, Part I and Part II.

Mr. Sedgwick declared he had no opening statement to make but was ready to answer all the questions that the members of the Committee would like to ask him.

The examination of the witness being completed, the Chairman thanked Mr. Sedgwick who retired.

Senator Desruisseaux quoted partly some articles published in the French Magazine *Sept-Jours* and concerning French immigration to Canada.

On motion of Mr. Brewin, seconded by Mr. Haidasz,

Resolved unanimously,—That the articles published in the French Magazine *Sept-Jours* be taken as read and referred to the Subcommittee on Agenda and Procedure for consideration and to decide if the authors of these said articles should be called before the Committee.

It was also agreed unanimously that the Subcommittee should start working on the preparation of a draft report of the Committee.

At 11.33 o'clock a.m. the Committee adjourned to the call of the Chair.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Thursday, 13 April, 1967.

The Joint Chairman Senator Langlois: I declare the sitting open. We have for consideration this morning the Sedgwick report, and we are fortunate in having with us the author of this report, Mr. Joseph Sedgwick, Q.C. I understand that Mr. Sedgwick has no opening statement to make, but just the same I will invite him on your behalf to make some general remarks before questions are put to him.

Mr. Joseph Sedgwick, Q.C. (Author of the Sedgwick Report, Part I and II): Mr. Chairman, I have no opening statement to make, except to say why I have no opening statement. When Mr. Guitard called me last week and asked if I would appear before the Committee today, I said that I had this day free and I would be glad to do so. I understood that I was to appear only to answer questions within my narrow limits, and here I am.

The Joint Chairman Senator Langlois: Are you ready for questions now?

Senator Willis: I would like to say that Mr. Sedgwick is the most eminent counsel we have in the city of Toronto, so we are glad to have him as Exhibit one.

Mr. Sedgwick: Senator, flattery will get you nowhere.

Mr. Gray: Flattery sometimes gets a person everywhere, but this may be in a different field.

Mr. Haidasz: Mr. Chairman, I would like to ask Mr. Sedgwick whether, in view of his two reports, he has any comments to make now about his study relating to the new Immigration Appeal Board Act which was passed by the Senate and the House of Commons, and given Royal assent a few weeks ago.

Mr. Sedgwick: Well, Doctor, I must make a confession. Since I made my second and final

report I have pretty well divested my mind of immigration matters. I have other things to do; I do a general counsel practice, and I am a little ashamed to tell you that I had not read the Act, and indeed did not have a copy until this morning, although I had been told that in a general way it embodies the recommendations I made concerning the setting up of a new and different type of appeal board. Of course, that was the gravamen of my report—the suggestion that the Minister might reasonably be divested of many of the discretionary decisions that were forced upon him under the old system, and that the Board of appeal I suggested be set up should not be purely legalistic in concept, but should have a wide discretionary power.

As you know, Doctor, until recently, and indeed I think, until now, the Board of Appeal decided most of the appeals on what I would call legalistic grounds. That is, they considered only whether the forms of the law had been complied with. The new board, as I understand it—and certainly as my suggestion was—would have a much wider power, and would be clothed with many of the discretionary powers that the Minister formerly exercised.

Mr. Haidasz: What do you think of the provision in the new act for referring appeals to the Supreme Court of Canada rather than to the Exchequer Court, which I believe you recommended?

Mr. Sedgwick: Well, again I am speaking just off the top of my head because I have not considered it at all. I am still inclined to think that the Exchequer Court would be a more convenient tribunal than the Supreme Court of Canada which is, of course, only a court of law, and I would have thought the Exchequer Court would be more convenient.

Mr. Haidasz: Convenient in what way sir; because it is available in each province or do they travel from province to province?

Mr. Sedgwick: Oh, yes they do. An Exchequer Court judge is in the city of Toronto with some frequency. It is not a tribunal before which I appear very often, but I believe that either the president or a member of the board has been sitting in Toronto for some months. I know the president was, because I know him well and have seen him on many occasions.

Mr. Haidasz: What about the lawyers' fees? I suppose they would be lower if they appeared before the Exchequer Court rather than the Supreme Court. The lawyers would have a better schedule.

Mr. Sedgwick: It depends on the lawyer, Doctor. For myself, I sell time and I do not really care where I sell it.

Mr. Haidasz: Another question I would like to ask you, of course, concerns the so-called refugee seamen who are actually escapees from communist dominated countries. Many members of Parliament receive representations that these people should not be forced to go back to live under a political system which they just do not agree with.

Mr. Sedgwick: I suppose if a deserting seaman seeks refuge here as a political refugee, his case would be considered in that light. But the enquiries that I made disclosed that most of them were not in that class at all. Most of the deserting seaman whose cases I considered seemed to me to be people who decided that it was easier to ship aboard a ship coming to Canada and then desert, than to go through the ordinary channels of applying for a visa and coming here as a landed immigrant. But if your question is whether I believe special consideration should be given to those who are, in fact, political refugees, I would certainly be in favour of it.

Mr. Haidasz: Thank you; that is all for the moment, Mr. Chairman.

Mr. Bell (Carleton): With regard to the new Immigration Appeal Board, one of the aspects in which it departs, I think, most considerably from your recommendation, Mr. Sedgwick, is in relation to security. As I remember, your recommendation was that evidence of security risk should be put before the Board and heard by the Board in camera, but at least the Board you recommended would have the right to determine on the basis of security.

Mr. Sedgwick: Yes.

Mr. Bell (Carleton): The Act, as passed, simply gives the Minister and the Solicitor General the right to say to the Board: "This is a security case," in which case the board is functus. Would you like to comment on that?

Mr. Sedgwick: Mr. Bell, as you know better than I, the question of security risks is extremely difficult of solution. I am not sure that it is soluble to everyone's satisfaction. When I was preparing the report, or at least thinking of it, I spent quite a few hours with the Commissioner, George McClellan and Colonel Fraser, I think, or Colonel Kelly—I have forgotten which because I saw both of them—and I talked to others about the question of security. If a man is denied entrance or is deported as a security risk, I do not think it is possible to give reasons. There must be somebody, whether it is the Board or whether it is the Minister, who makes that decision on information which I am afraid he cannot release. Somebody must make the decision.

Mr. Bell (Carleton): I agree, but your recommendation was that this should be the Board.

Mr. Sedgwick: Yes.

Mr. Bell (Carleton): Would you keep to the recommendation which you made then?

Mr. Sedgwick: Well, had I been the person drafting this statute, yes. But, I do not quarrel with the departure.

Mr. Roxburgh: That is a typical lawyer's answer.

Mr. Sedgwick: Yes, a typical lawyer's answer.

Mr. Roxburgh: I should have added, politician.

Mr. Sedgwick: Oh, no, I am not a politician; I am just a lawyer.

Senator Willis: Mr. Sedgwick, on page 8 of Part II of your report you estimate through the officials that 20,000 persons are in Canada who arrived illegally and are still here through political influence or other influence, which has been exerted. So you still hold to that?

Mr. Sedgwick: I do not think I said, through political influence. I said they were here; that is the figure—

Senator Willis: No, you say "political and otherwise". I am quoting your own words, sir.

Mr. Sedgwick: Well, wait a minute now. Let me read the paragraph.

Senator Willis: It is on page 8.

Mr. Sedgwick: All right.

Senator Willis: It is the second paragraph; the first full paragraph. It reads:

Most enter with the intention of remaining permanently one way or another, while some form that intention after arriving. Many simply remain here surreptitiously while others succeed in bringing sufficient pressure to bear, political and otherwise—

Those are your words, Mr. Sedgwick.

Mr. Sedgwick: That is right, I am reading them. I did not remember them; I have had other things to remember in the interval. Senator, as to the figure of 20,000, whether it is so or not, I cannot say. It is the figure that immigration department officials gave me as their estimate. As to political pressures, I believe it is so. I trust he will not mind if I quote him but I did go to Vancouver and saw a number of people there including Mr. Taylor, who used to be a member of the House of Commons. He is a lawyer who does, I believe, a quite extensive immigration practice, and he was giving me an example of two immigrants from China, one of whom was ordered deported and brought no pressure to bear and went. The other one engaged Mr. Taylor and Mr. Taylor brought to bear some pressures, and that one stayed, although I believe he said they were brothers and their cases were identical. But I am not critical of that, Senator, so long as you have politics you must have political pressures.

Senator Willis: Then on page 9 of the same report you suggest, and it was carried out by the Act, that the appointees to the Appeal Board remain until they are 70 years of age. Now, some judges and senators are a bit critical of 70 years of age since they are permitted to stay until they are 75. Was there any magic that impelled you to choose the age 70?

Mr. Sedgwick: Oh, no. I am approaching 70 myself, senator, and I hope to be in possession of my faculties when I am at it. It is just a figure, but in the Civil Service of Ontario certainly, and I believe here,—most are retired at 65. I picked the age 70 because it is the compulsory retiring age for magistrates for instance and I believe for the Income Tax Appeal Board and other boards. Senators, of course, are notoriously long lived.

Senator Willis: My last question, Mr. Sedgwick, concerns page 12 of your report, the last six lines of which read:

...exclusion of immigration based on selection having regard to the immigrant's skill, ability—

and you infer there that many immigrants have come to Canada without skill and ability and, therefore, have been unable to obtain jobs. Now, do you honestly believe there are many in that category?

Mr. Sedgwick: Well, I do not know how many is many. It is a lot like how high is up. But I think there are a great many, yes.

Senator Willis: The White Paper before Parliament now bases the qualifications for entering Canada on education. Will you not agree with me that many people have come to Canada in the past 25 or 30 years without any education whatsoever who have made tremendous contributions to Canada, both in industry and otherwise? I remind you of Mr. J. Franceschin, who built up one of the greatest empires that has ever been built in Canada and who had no education whatever when he came here. He began his career in Canada by digging ditches and the same is true of other people close to you and me.

Mr. Sedgwick: This is true. I have in mind the same gentleman. I knew Franceschine; not well. I thought he had a fair basic education, although it is true he worked as a labourer when he came. As to the other gentleman we have in mind, he came here with quite a good education. It is true that he started at a menial task.

Senator Willis: I will not mention names.

Mr. Sedgwick: No, nor shall I.

Senator Willis: A lot of people have come to Canada from other countries who have made

tremendous contributions to the advance of Canada in business and commerce.

Mr. Sedgwick: Well, Senator, I suppose it is so, although I think an immigrant who at least has sufficient education to read and write in either of the two official languages would possibly make a better contribution and certainly would have a better chance.

Senator Willis: In my opinion the White Paper discriminates against Italians because in the past they have come here with the least education of any of the immigrants. Would you agree with that?

Mr. Sedgwick: I do not quite follow you Senator.

Senator Willis: The White Paper states that immigrants are going to be admitted to this country on the basis of their ability and education.

Mr. Sedgwick: Yes.

Senator Willis: That is roughly stated.

Mr. Sedgwick: Yes; I think that is not an unfair test.

Senator Willis: Italians apparently are the least educated immigrants who come to this country and I think that that is discrimination against Italians entering Canada who have proven, perhaps, to be our best immigrants in the long run.

Mr. Sedgwick: Well, I do not know that the Italians are the least educated. I know Italy fairly well; I have been there half a dozen times. I am very fond of Italy and the Italians and I had not thought that the Italian immigrants were the least educated. It may be so. Most of the ones that I know seem to have acquired a fair amount of education. Whether they got it in Italy or after they came here I do not know.

Senator Willis: I dare say your barber is an Italian as mine is.

Mr. Sedgwick: Mine is. He is probably the same one. He is acquiring an education.

Senator Willis: That is all, thank you.

Mr. Bell (Carleton): I am not sure that he has much skill.

Mr. Sedgwick: He cut my hair yesterday, so you can judge for yourself.

The Joint Chairman Senator Langlois: Mr. Brewin?

Mr. Brewin: Mr. Sedgwick, I take it you have not studied the White Paper, have you?

Mr. Sedgwick: No, sir. I have read it in a very cursory way. I have not studied it.

Mr. Brewin: I do not want to ask you about any of the details of your report but I do want to ask you about page 20 of Part II. You deal with general principles and you say this:

I think the Act should state clearly that admission to Canada, either as an immigrant or non-immigrant, is a privilege and is not to be construed as a right.

Mr. Sedgwick: Yes.

Mr. Brewin: Now, I want to make sure I understand you on that. Did you happen to note the decision of the Supreme Court of Canada in the Leon Ba Chai case that a person, in this case a father seeking to bring his son into Canada, had a statutory right to have a fair hearing of the application. You are not referring to that here, are you?

Mr. Sedgwick: No, not at all. Nor am I referring, Mr. Brewin, to the exceptional class of sponsored immigrants. It is a generality.

Mr. Brewin: In other words, sir, I think it is generally admitted that each sovereign power has an absolute right to refuse admission to any immigrants or visitors in the exercise of its sovereign rights.

Mr. Sedgwick: That is all I intended to say.

Mr. Brewin: But you do not disagree with the proposition that Parliament in its wisdom may say these are the classes of people that should be prohibited, these are the classes that should be admitted and you the immigrant, or perhaps the sponsor of the immigrant, have the right to a fair judicial hearing as to whether you fall within these classes, the prohibited or the admissible.

Mr. Sedgwick: No, I do not disagree with the proposition, Mr. Brewin, although it seems to me it would be very difficult for an immigrant in, shall we say, Greece, who applies and is refused, to prosecute any appeal. My

report does provide that in the case of a sponsor here, who is denied the right to bring in a relative as a sponsored immigrant, he should have a right to appeal.

Mr. Brewin: Yes. I just wanted to clear up this confusion because I, as you know, have been in on quite a considerable number of these cases.

Mr. Sedgwick: I know you have. Four or five.

Mr. Brewin: And sometimes the general statement is made that a would-be immigrant has no rights and I suggest that that is not a proper way of putting it. He has no rights except those that may be conferred on him by statutes.

Mr. Sedgwick: Oh, of course. If a statute confers a right on an immigrant, he has that right.

Mr. Brewin: And the present Immigration Act does purport, at any rate I think, to confer the right to a judicial hearing or a semi-judicial hearing, quasi-judicial I think is the word, before a special inquiry officer.

Mr. Sedgwick: Yes, but it does not apply to the man who is not in Canada and who applies for a visa and is refused.

Mr. Brewin: But it does. Even before the change in the Act, the sponsor who was here in Canada, in this case a Chinese father of a son that was in China, was said by the Supreme Court of Canada to have had a statutory right to have his application judicially and properly determined.

Mr. Sedgwick: With that. I agree. So he should have.

Mr. Brewin: Good. Thank you very much.

The Joint Chairman Senator Langlois: Any further questions? Mr. Gray?

Mr. Gray: Mr. Sedgwick, on page 21 of your report we find this paragraph,

The test should be not merely the desire of a person to enter Canada as an immigrant, but rather the usefulness of such a person to the Canadian economy, his ability and willingness to work, earn and learn, and the probability (or at least the hope) that the immigrant and his

descendants will become in time full Canadians.

Is there really any doubt, sir, that the descendants of an immigrant who are born in this country are any less Canadians than anybody else?

Mr. Sedgwick: No, not in my mind.

Mr. Gray: What did you have in mind by this comment?

Mr. Sedgwick: Well, I dislike—I should not say I dislike hyphenated Canadians but I hope that they will not be hyphenated Canadians in perpetuity and I would hope that in time we would not have Anglo-Saxon Canadians, or Italio-Canadians, or Polish-Canadians. I would hope we would evolve a sense of nationality so that everyone living here would feel that he was a Canadian without any prefix or suffix. However, it was just a final sort of philosophical statement. It has nothing to do really with the body of the report.

Mr. Gray: I was just wondering how an immigration officer could assess the probability of an immigrant's descendants becoming less or more Canadian than somebody else.

Mr. Sedgwick: He could not possibly, Mr. Gray, and I did not suggest that he should try.

Mr. Gray: If we move on to page 12 of the report, I note in the third paragraph you refer to appeals with respect to decisions on applications of sponsored immigrants and you say,

I recommend that provision be made for such appeals, but only if the sponsorable class is limited to spouses and dependent minor children of Canadian citizens or persons admitted to Canada for permanent residence. This is the basic family unit.

Mr. Sedgwick: Yes, I recommended the sponsored class be a bridge narrowed. That may be a little too narrow, however. In re-reading it as I did the other day, I think that probably parents ought to be included.

Mr. Gray: You do not feel that in most cases, even in Canada, people consider their brothers to be part of the family unit?

Mr. Sedgwick: Well, maybe they are. Brothers and sisters, if you like.

Mr. Gray: Yes. You would not disagree that even in Canada they are considered to be part of a reasonably limited family unit?

Mr. Sedgwick: Oh, I think they are. Yes. I am one of a large family and I always thought so.

Mr. Gray: Yes. Well, I just point out to you, sir, that if this concept on page 12 of your report had been followed then you would have been unable to call your own brothers and sisters from abroad, if you had come from there originally, because they would not be considered part of the family unit.

Mr. Sedgwick: That, of course, is true.

Mr. Gray: I am sure you would not have been happy about that.

Mr. Sedgwick: Well, it never happened. I am an immigrant, as you may know; I was not born here, but yes, I think that is true. If I have come here and established myself, I think I should have a right to sponsor a brother or sister. This may be too narrow a basic family unit.

Mr. Gray: You go on to say, sir, that,

Experience has shown that if the sponsorable classes are wide in their scope the "sponsored movement" increases dramatically.

I presume you are aware, sir, that at the moment, the system used is based on the attachment to the economy of the sponsor. They have a system involving testing the housing available by the sponsor, the money in the bank, and so on—

Mr. Sedgwick: Yes.

Mr. Gray: —which many of us contend is, in a sense—

Mr. Sedgwick: A means test.

Mr. Gray: Yes. It is a limiting factor; and, secondly, it is responsive to changes in the level of the economy, which could be said to inhibit the more dramatic possibilities of this type of movement.

Mr. Sedgwick: I suppose this is true, Mr. Gray. I do not know what the test is and, of course, it would depend on how it is applied, but I believe that the White Paper which you gentlemen have seen and studied gives some

examples of how widespread sponsorship can become when you extend it beyond what is a basic family unit. Now, I come back to what you said a moment ago that maybe my definition of a basic family unit is a little too narrow.

Mr. Gray: I perhaps should point out to you, sir, that in questioning the officials about the White Paper, I and others pointed out to them that in the examples they gave they omitted completely any reference to the existing system of, shall I say, control which takes into account the economic attachment of each sponsor and, therefore, the automatic factor that they alluded to in the White Paper is not as automatic as was hinted at.

Mr. Sedgwick: No. I am not too familiar with the economic controls but I gather that they are pretty perfunctory and do not have much meaning. I do not know, though.

Mr. Gray: Well, I think that some of the officials of the department might take issue with you. They have a fairly well-defined system of rules with scales and tables and so on, where they assess the settlement arrangements. Those of us who have taken a look at the operation of this phase of the system find that they are far from perfunctory.

Mr. Sedgwick: Well, I must say that I did not look into it with any care.

Mr. Gray: One of the other members of the Committee here has, I believe, asked you about your statement at the end of the paragraph,

Large numbers of unskilled and functionally illiterate adults have come to Canada through this sponsored movement. By no fault of their own they have great difficulty in finding a productive place in Canadian society.

Are you aware, sir, that the evidence before this Committee seems to indicate that the overwhelming majority of the people who come to Canada through the sponsored movement have gone into the labour force quite successfully?

Mr. Sedgwick: No. I suppose I could not have been aware when I wrote this and I have not followed the proceedings of this Committee with any care. What I said there

was based on what was said to me by immigration officials and as my memory is, by some of the social welfare people in Toronto. I did not question anyone anywhere else.

Mr. Gray: Are you aware, sir, that in response to questions by myself and others, they could not provide any statistics or facts of any real substance to back up this type of allegation?

Mr. Sedgwick: No, and I did not have any statistics or facts. I had general statements.

Mr. Gray: If you were counsel for somebody in court, would you be happy with that type of evidence?

Mr. Sedgwick: Well, Royal Commissions accept it with some regularity, although I protest against it.

Mr. Gray: If I may move on, sir, to page 13. This is in the context of your comments on ministerial discretion. First of all, I would like to ask you: would you not agree that if, firstly, there was an adequate staff of officials in the field and the department administering a reasonable and humane set of rules, the number of times the Minister would be called upon to exercise discretion if such would remain would be far more limited than it has been up till now?

Mr. Sedgwick: Yes, I suppose that is so.

Mr. Gray: So that if these conditions I have mentioned either come into effect, or are in effect or will be in effect, the problem of discretion would not have the end that some think it has or has had up till now?

Mr. Sedgwick: Certainly, it would be narrower. However, if, as you say, the branches are well staffed and are administering reasonable and humane sets of rules, and administering them fairly, is there any reason for ministerial discretion that would over-ride them?

Mr. Gray: Well, that leads me to the next area I wanted to ask you about, sir. In your second paragraph on page 13, you say,

Another way of limiting Ministerial discretion over the issue of visas would be to provide that decisions by visa officers in individual cases are not subject to Ministerial review.

and then you go on. Perhaps, in fairness, I should read,

This is not to suggest a diminution of the Minister's authority to set policy. On the other hand, acting within the framework of that policy visa officers are undoubtedly in a better position to form a judgment in individual cases. They deal personally with the prospective immigrant and can test his veracity and determine his suitability by direct examination. Furthermore, these officers can deal with applications on the merits...

and so on. Now, in this concept, what do you do about the conscious or unconscious prejudice that may, or may not, exist in the mind of an individual officer or errors as to facts made perhaps quite unwittingly about the prospective immigrant's qualifications, training and so on?

Mr. Sedgwick: Well, I would have thought that if an officer exhibits a continuing prejudice, that would be a matter for the department to consider and probably he should be removed from that area.

Mr. Gray: How would that help the people whom he had already turned down over a period?

Mr. Sedgwick: They could apply to his successor, I suppose.

Mr. Gray: How would they know about this change in affairs?

Mr. Sedgwick: I really do not know, Mr. Gray, but I would imagine that if they were really anxious to get into Canada they would know, or they could be told. One could go over the ones that he had refused where it was said he had been unfairly prejudiced.

Mr. Gray: Looking at this particular proposal, I was wondering whether there is any other system dealing with an area of such importance where there is no right of appeal or even of an administrative review to take care of areas of judgment in the field?

Mr. Sedgwick: Oh, Mr. Gray, I think it would be impossible to set up a tribunal that would review the decisions of immigration officers at Athens, Lisbon, Naples or Milan.

Mr. Gray: But the present system, sir, permits an administrative review within the department of the decisions of the individual officer making it possible to catch errors often, perhaps quite unwitting, with respect to testing of qualifications and background, and so on. Your suggestion would eliminate this completely.

Mr. Sedgwick: This is right, but it would not eliminate the power of the department to write to this particular officer and say: "You have refused this. Would you be good enough to tell us why or will you reconsider it?" I think the reconsideration should be made by him. I do not think it should be imposed on him.

Mr. Gray: Do you not think this is turning the whole system upside down?

Mr. Sedgwick: No.

Mr. Gray: The fact of the matter, sir, is that the real application of policy is the manner in which it is carried out in the field. Your suggestion would put the real application of policy and, in fact, its formulation in a meaningful way, in the hands of the people at the operating level. It would turn the whole system upside down.

Mr. Sedgwick: Oh, I do not think so at all, Mr. Gray. I think the person in the field would know what the departmental policy was and it would be his duty to conform to it and if he did not conform to departmental policy, I think he, as a person, would be subject to censure—probably subject to removal. Somebody must make decisions. What makes you think that the Minister, sitting here in Ottawa, is better able to make the decision than the immigration official who is on the job and who sees the people and who is familiar not only with the people, but with the place?

Mr. Gray: Who is to say that he is less able?

Mr. Sedgwick: Well, I am if you want one.

Mr. Gray: Using your approach, sir, there should be no need for courts of appeal.

Mr. Sedgwick: I never said that at all.

Mr. Gray: Well, following your example to its—

Mr. Sedgwick: Now, please do not misunderstand me and do not misquote me. Courts of appeal deal with rights.

Mr. Gray: They also deal with facts.

Mr. Sedgwick: Sometimes; some courts—not all.

Mr. Brewin: I have a supplementary. Mr. Sedgwick, are you conscious of the fact that there has been a gradual development of what I would call a more welcoming policy on the part of the government of Canada towards the whole subject of immigration as against a rather exclusionary attitude that used to exist?

Mr. Sedgwick: Yes, I am.

Mr. Brewin: Does it not occur to you that the administration at the centre may be able to take a more enlightened view than that of a group of officials scattered in various places who have, perhaps, grown up with this rather exclusionary attitude?

Your suggestion there be no pile of records back to the policy-making administration at the centre might mean, in a very great many cases, that some view of a relatively minor functionary, trained in a rather exclusionary attitude, would prevail instead of a more enlightened understanding of the need to get qualified immigrants to come to Canada. Do you not think your suggestion here might militate against not only the individual immigrant, perhaps, but also against the development of a more enlightened policy that would be more beneficial to Canada?

Mr. Sedgwick: Mr. Brewin, I was careful to say that my suggestion does not involve a diminution of the Minister's authority to set policy. I would hope that if policy is set ministerially and is communicated to the officials in the field, the officials would conform to that policy. But if they do not conform to it; if we find some functionary in some place who sets up his own policy which is not the departmental policy, I think, as I have already said, he should be criticized and told to mend his ways or be removed.

Mr. Brewin: I wonder if I might be permitted to comment, based upon experiences. Although immigration officials in various places, I think, do their best to do a good job

I have found a whole host of cases in which, by reference to the headquarters at Ottawa, one can get a more enlightened and more welcoming interpretation of the policy. I think it would be rather unfortunate if this were removed altogether.

Mr. Sedgwick: Mr. Brewin, would it be fair to say that by "more enlightened" you mean a decision more in your favour?

Mr. Brewin: Of course, what is in my favour usually is enlightened.

Mr. Sedgwick: I know that; with that I would not quarrel.

Mr. Brewin: I think we had better leave it at that point.

Mr. Gray: Mr. Sedgwick, perhaps I might clarify what I had in mind. As you are no doubt aware, most of the cases which are looked at beyond the officer in the field are not those which end up on the Minister's desk but are those which are reviewed at various levels above that of the officer in the field with the possibility of ending up on the Minister's desk. I would suspect, taking a look at the total number of cases handled by the department and taking a look at the number that are reviewed, that very few of them are such that they end up back on the Minister's desk. The re-assessment is carried out by other officials in the department who look at what the people under them do. They re-assess the case.

Mr. Sedgwick: I do not suggest that should be changed.

Mr. Gray: That appears to be what you are saying, sir.

Mr. Sedgwick: No.

Mr. Gray: That appears to be what you are saying. You are referring to the visa officers who deal personally with the immigrant.

Mr. Sedgwick: That is true.

Mr. Gray: At the present time when a case is reviewed because the immigrant or others interested in the case ask that it be reviewed, the review is carried out by officials, in some cases in the new district offices and in other cases here in Ottawa. Perhaps I misinterpreted what you said, but looking at what ap-

peared to be the clear words of your comments on page 13, you call for this to be eliminated.

Mr. Sedgwick: I say that it should not be subject to ministerial review.

Mr. Gray: Yes, but you also go on to say—then, again, perhaps I misunderstood you—that the final decision should be left to the visa officers in the field. I made this interpretation because you talk about people who deal personally with the prospective immigrant.

Mr. Sedgwick: Mr. Gray, I do not think that would prevent any person here who considers himself aggrieved by the decision in the field from making representations to the department and it would not inhibit the officials of the department here from communicating with the visa officer in the light of what is said to them and asking him if he would review the decision that he had made.

Mr. Gray: But your suggestion is that he would not be subject to correction by his superiors in this regard even in the case of an obvious error.

Mr. Sedgwick: To their suggestion, but not to their direction but I would hope—

Mr. Gray: Even in the case of clear and obvious error?

Mr. Sedgwick: I would hope that in the case of clear and obvious error the visa officer would perceive it. He would be human and, I trust, sensible and would review his decision.

Mr. Gray: You would hope so; you would not make it obligatory?

Mr. Sedgwick: Once you make it obligatory, then for whatever reasons, political or otherwise, you would find that the visa officer would be overruled and I do not think it is a good thing that he be overruled in that way.

Mr. Gray: Even if he is mistaken?

Mr. Sedgwick: You know, to err is human. You cannot have perfection in a visa officer.

Mr. Gray: To err is human but to forgive, divine.

Mr. Sedgwick: I know, but we are not going to get divine immigration officers. I had in

mind the other part of the quotation. There has to be some element of judgment and if he exercises his judgment so badly that he is palpably wrong, surely he should be amenable to correction by his superiors. However, this is a different thing from reviewing his decisions and just saying: "We have decided differently" giving him no reasons. Besides, I think it is destructive of the morale of the man in the field if he makes decisions which he believes are right and then someone here just overrules him.

Mr. Gray: From my own observations of these matters I do not think this happens. They check back and forth; there are exchanges of documents, discussions and so on. It is very clear why other decisions are taken on the basis of evidence of skill, training and so on which might not have been taken into account or assessed differently.

Mr. Sedgwick: It might be clear sometimes and sometimes it might not be, but I do not think it is going to present any great difficulty.

Mr. Gray: I was going to suggest, sir, that by using your analogy, none of the decisions of any judge who hears a case in the first instance, should be reviewed by a court of appeal.

Mr. Sedgwick: I never said so and I do not think it is a fair analogy.

Mr. Gray: What is the difference between the analogy you have made here?

Mr. Sedgwick: Because a judge is dealing with legal rights.

Mr. Gray: But he also deals with facts.

Mr. Sedgwick: All right, he is dealing with legal rights finally and he only deals with facts so that he may apply them to legal rights. He does not deal with facts in the abstract.

Mr. Gray: But the courts of appeal review facts.

Mr. Sedgwick: Sometimes.

Mr. Gray: The judge in the field—to use your own words—deals personally in this case with the litigant and can test his veracity.

Mr. Sedgwick: No, this man is not a litigant; he is an applicant.

Mr. Gray: But from the point of view of looking at the correctness of the decision—litigant or applicant—both the judge in the field and the immigration officer in the field are in personal contact. In our system we take into account the possibility of error and permit a review of facts.

Mr. Sedgwick: No, we do not. I have appeared hundreds of times—thousands of times—in courts of appeal and that is not what happens. If a judge says: "I heard the evidence of Mr. X and do not believe him," no court of appeal is going to come to a different conclusion because they say he saw Mr. X, he heard his evidence, and he disbelieved him. Courts of appeal do not set that aside.

Mr. Gray: I do not disagree with that analysis, but I think you would not disagree with me when I suggest that courts of appeal deal with matters of fact, call for new trials and overturn decisions, when they take a different view of the facts, in some instances, from the judge of first instance.

Mr. Sedgwick: That is right.

Mr. Gray: While we may end up agreeing to disagree in this matter, I do not think it is consistent with our traditions of justice, that something as important as this should not be subject to an administrative review, at the very least.

Mr. Sedgwick: Then, Mr. Gray, if you will carry your analogy to its logical conclusion, are you suggesting that the Minister should sit judicially and hear both sides of the facts, or should he hear only what the person interested in getting the immigrant into Canada presents to him?

Mr. Gray: I think he should definitely hear both sides.

Mr. Sedgwick: What kind of hearing?

Mr. Gray: The type of hearing he has now, where the reports are presented to him. So far as I am aware, they are very detailed reports of the visa officer's side and the department side. So far as I am aware, in many cases the Minister says: "On the basis of the informa-

tion provided me by the department I do not feel like changing any decisions," and things stand as they are.

Mr. Sedgwick: That is right.

Mr. Gray: I leave you with the thought, sir, that your suggestion to me, at least, is not consistent with the principles on which I thought our system of justice had been founded.

Mr. Sedgwick: I did not know that an applicant who applies for entry into Canada comes under our system of justice in the sense in which you used the phrase.

Mr. Gray: Perhaps not technically.

Mr. Sedgwick: Not technically, nor in any sense.

Mr. Gray: You are suggesting, sir, that a person only becomes a human being once he enters Canada.

Mr. Sedgwick: Not at all, not at all; do not put those words in my mouth.

Mr. Gray: Well, I take that interpretation from you, perhaps unfairly.

Mr. Sedgwick: You have no right to.

Mr. Gray: I have one final point. On page 15 you make some suggestions about fingerprinting aliens and you say:

The absence of a registration system no doubt explains in large measure the fact that when asked how many aliens there are in Canada on a permanent or quasi-permanent basis Immigration officials can only give a figure which they readily admit might be only one-third of the total.

Mr. Sedgwick: That is what they tell me.

Mr. Gray: Yes, but of course it may be a lot less too.

Mr. Sedgwick: It could be less or more. When you guess, you make your own guess.

Mr. Gray: Of course, I think the White Paper has a very commendable recommendation for a certain type of card registration system similar to that in use in the United States and other countries.

Mr. Sedgwick: It is a security kind of card.

Mr. Gray: Now, in your suggestion with respect to fingerprinting, you exclude people who are here for periods of short duration—

Mr. Sedgwick: That is right.

Mr. Gray: —especially those from the United States, but you suggest this cover people coming to Canada for permanent residence, for periods of extended duration, and also that once the person becomes a citizen, the record would be destroyed.

Mr. Sedgwick: That is right.

Mr. Gray: Would you apply this fingerprinting requirement to people coming as immigrants from the United Kingdom and the United States?

Mr. Sedgwick: Coming as immigrants?

Mr. Gray: Yes.

Mr. Sedgwick: Yes.

Mr. Gray: You would apply it to everyone.

Mr. Sedgwick: Why not? I am in favour of fingerprinting. Some years ago, I was going to Europe and I was leaving from a New York port—this was about 1952—and I had to get a U.S. visa. I had to present myself at the U.S. consulate with my picture and had to be fingerprinted and I did not think it was an indignity. I think it is the right of a sovereign state to seek some certain means of identification of those who are within its borders, other than those who are legally landed and permanently there.

Mr. Gray: Then why do you suggest the destruction of the record when a person becomes a citizen?

Mr. Sedgwick: It really does not matter, but I think once he becomes a citizen, unless all citizens are fingerprinted, he should not be singled out merely because at one time he had not been a citizen.

Mr. Gray: I just wanted to make sure, sir, that you intended to apply your suggestion equally to immigrants from every source.

Mr. Sedgwick: Oh, yes.

Mr. Gray: Thank you very much.

Mr. Roxburgh: Mr. Sedgwick, I have a brief question. You made the statement earlier that

when you were making the inquiry for your report the only groups of people you had discussions with were the Immigration department and the Royal Canadian Mounted Police. Now, I was wondering whether you had any discussions with organizations representing our new Canadian people, such as the Poles, the Italians or the Ukrainians. Did you discuss anything from the opposite point of view or from individuals who represent people who are coming into our country?

Mr. Sedgwick: Not with organizations, because I did not think I could. I talked with a great many people. I wrote to the leaders of all the political parties and invited them or representatives to meet with me. I met with Mr. Brewin, Mr. Orlikow and Mr. Aiken and with others, but I did not seek out the German Canadian group or—

Mr. Roxburgh: Why would you not seek out the national—I am not thinking of provincial—organizations of people who have had great experience, possibly more detailed than any other outside of the Immigration Department itself, and get two sides of the story for your report?

Mr. Sedgwick: Well, I did not. I did not know how to get in touch with them, because I do not know who they are. As I say, I talked with a great many individuals—

Mr. Roxburgh: To be quite honest, I think you fell down on the job.

Mr. Sedgwick: All right, then, I fell down on the job.

Mr. Roxburgh: That is all, sir.

The Joint Chairman Senator Langlois: This concludes the evidence of this report and now I have the very pleasant task of thanking you, Mr. Sedgwick, on behalf of this Committee for having placed yourself at our disposal this morning to answer questions. We thank you for the enlightening information we received from you this morning and for the splendid contribution to the work of the Committee.

Mr. Sedgwick: Gentlemen, it has been a very great pleasure.

Senator Desruisseaux: Before we go any further I would like to bring to the attention

of the Committee a book which has been printed—I have not too much knowledge of it—called *L'Immigration par les Presses Universitaires de Montréal*. It concerns the rights and powers of Canada and Quebec in the field of immigration and it is by Jacques Brassard, of the Institut des Recherches en Droit Public.

Now, I say this because there has been an inquiry and every now and then we read facts about immigrants which are published in our magazines. In the April 15 *Sept Jours* there is a featured article that was made by these reporters—*L'Union nationale française*. It is an association headed by Joseph Poulard.

The Joint Chairman Senator Langlois: Senator, is this in Montreal?

Senator Desruisseaux: It is at 429 Viger Street in Montreal.

Because of what they have said I think they should be invited to come before this Committee. An item has been published by the immigration department for publicity purposes and circulated in France. What the association seems to be complaining about is that we make representations which cannot be followed through here. I would like to quote some parts of it, but I do not think I should unless you want me to. I will only say that one part reads:

(Translation)

...resources of Canada in specialized workers, technicians, managerial staff and the like will be quite insufficient to exploit those resources as they should be exploited.

(And it goes on)

The professional classes, of course, enjoy the greatest promotional opportunities, and the high standard of living which is common in North America.

(Text)

The things are cited but in this analysis I, for one, get the reaction—and I think it is quite evident—that most of the immigrants from France complain bitterly about their placement. They complain bitterly about their placement for such reasons as are given there. They must wait for their turn; they speak only one language which, possibly, is a hand-

icap. It also points out that they have some trouble with trade unions concerning qualifications. Most of the people questioned were in the higher bracket of education and it seems to be necessary to investigate this. What happens to immigrants with higher education that come here? Why do they feel handicapped the way these people claim they are? What can be done about that?

The Joint Chairman Senator Langlois: Senator Desruisseaux, the Committee has sent an invitation at large to associations of this kind to appear before this Committee. The Committee had sittings in Montreal, as you know. We have received no request from these people to appear before this Committee. In fact, the only one who appeared before this committee representing French immigrants was Mr. Marc Abelly and his only complaint was about the kind of welcome French immigrants are given in Canada. I am in the hands of the Committee, if you think we should re-open our hearings at this stage and invite this association to appear before us.

Senator Desruisseaux: Really, they should have done it themselves instead of writing about it.

Mr. Brewin: Mr. Chairman, it seems to me that this is a very interesting point and an interesting article. I wonder whether it would serve some of the purposes, at any rate, if the article could be made available to the members of the Committee and treated as some sort of exhibit, because I think the problem raised is a very serious one? I think we would be well advised to study it. I am not suggesting that we should not call further witnesses, but I can see the difficulty at this stage of re-opening all the evidence.

Mr. Gray: Might I make a suggestion, although I am not a member of the Committee? Perhaps the sub-committee might study the Senator's request and make a report to the Committee at its next sitting. This question of acceptance of qualifications by trade unions, etc., is a very important question, not only for French-speaking immigrants but for all immigrants.

I feel that a good many immigrants, whatever their origin, face these same problems throughout this country. The problem is, in

some ways, one that comes under provincial jurisdiction because they look after the qualifications—education and competence—needed for certain trades, etc. I do not feel that this is necessarily the exclusive problem of French-speaking immigrants. It is an important topic, and I think the department is making great efforts at the present time in France and in other French-speaking countries, to encourage French-speaking immigrants to settle in this country. They have opened new offices, expanded their staff, in France particularly, and are now making greater efforts. Perhaps the sub-committee of the two joint chairmen of the Committee, Senator Fournier and Mr. Klein might study the matter and then invite the author of the article to appear before the Committee.

The Joint Chairman Senator Langlois: The suggestion was made that this article be printed as part of today's records. Is it agreed?

Mr. Gray: You may have to get permission, Senator.

The Joint Chairman Senator Langlois: Is it too long? You quoted part of it.

Senator Desruisseaux: I was trying to make another point, Mr. Chairman, that in these situations—not only in France; I happened to pick this one up because it was there—we do advertise overseas in the different countries to attract immigrants but, personally, I would be quite interested in knowing the argument for bringing them here. If we make representations that we guarantee jobs, then we should assure them jobs.

I would like to make the further suggestion that whatever advertisement the department circulates should be included with the documents we have studied here.

The Joint Chairman Senator Langlois: I understand your point, Senator, but in order to consider Mr. Gray's suggestion we will have to know what we are talking about. I think the first step would be to put the article to which you referred into the record. If it is the wish of the Committee we could take it as read and you could supply the text of the article to the Clerk of the Committee. Is that agreed?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: What about Mr. Gray's suggestion that this matter be referred to the steering committee to make a recommendation to the full Committee at its next sitting concerning the possibility of having the author of this article appear as a witness? I am in your hands.

Mr. Brewin: I will make a motion to that effect, then.

Mr. Haidasz: I second the motion.

The Joint Chairman Senator Langlois: Is it agreed?

Some hon. Members: Agreed.

Motion agreed to.

The Joint Chairman Senator Langlois: We have now concluded the evidence of the witnesses who have appeared before this Committee, and we have now reached the stage where we have to give consideration to the report to be made. I understand that the procedure would be to have your Steering Committee start working on a draft of the report which would then be submitted to the full Committee.

The suggestion was made this morning and a motion carried regarding the possibility of hearing further witnesses. This could prevent the Steering Committee from proceeding with the draft report. I think they should work on it, because we are nearing the end of the session and if we want to make a report before the session ends, we will have to get

busy on it. Is it agreed that the Steering Committee start on the draft report even though there is a possibility of hearing more evidence?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: There is another matter, gentlemen. Mr. Sedgwick is our witness this morning and there is the matter of his expenses for attending. Since we are short of a quorum at the moment, we are not in a position to pass a motion to this effect and this will have to wait until the next sitting of this Committee.

Mr. Gray: The Steering Committee could approve that in its next report.

The Joint Chairman Senator Langlois: But we will have to have a motion from this Committee.

Mr. Gray: I understand that.

Mr. Brewin: Why not do it now?

The Joint Chairman Senator Langlois: Because at the moment we do not have a quorum.

Mr. Brewin: I see.

The Joint Chairman Senator Langlois: Is that agreed?

Some hon. Members: Agreed.

The Joint Chairman Senator Langlois: We will now adjourn to the call of the Chair.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

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Translated by the General Bureau for Translation, Secretary of State.

LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
1966-67

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON
IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

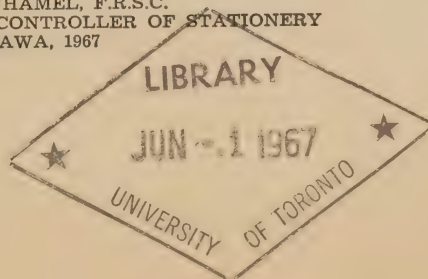
MINUTES OF PROCEEDINGS AND EVIDENCE
No. 19

TUESDAY, APRIL 18, 1967

WITNESSES:

The Honourable Jean Marchand, Minister of Manpower and Immigration
and Mr. Tom Kent, Deputy Minister.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967



MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman

and Honourable Senators:

Baird,
Cameron,
Croll,
Desruisseaux,

Fournier (*Madawaska-
Restigouche*),
Hastings,
Hnatyshyn,

Macnaughton,
Nichol,
Pearson,
Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman

and

Mr. Aiken,
Mr. Badanai,
Mr. Baldwin,
Mr. Bell (*Carleton*),
Mr. Blouin,
Mr. Brewin,
Mr. Crossman,
Mr. Deachman,
Mr. Dinsdale,

Mr. Enns,
Mr. Haidasz,
Mr. Laprise,
Mr. Macaluso,
Mr. Munro,
Mr. Nasserden,
Mr. Orlikow,
Mr. Pelletier,

Mr. Prud'homme,
Mr. Régimbal,
Mr. Roxburgh,
Mr. Skoreyko,
Mr. Ryan,
Mr. Watson (*Château-
guay-Huntingdon-
Laprairie*)—24.

(Quorum 12)

Maxime Guitard,
Clerk of the Special Joint Committee.

MINUTES OF PROCEEDINGS

Tuesday, April 18, 1967.

(36)

The Special Joint Committee of the Senate and of the House of Commons on Immigration met at 10.00 o'clock a.m. this day. The Chairman of the House of Commons section, Mr. Klein, presided.

Members present:

Representing the Senate: The Honourable Senators Baird, Croll, Fournier (*Madawaska-Restigouche*), Langlois, Pearson—(5).

Representing the House of Commons: Messrs. Badanai, Baldwin, Bell (*Carleton*), Brewin, Blouin, Crossman, Deachman, Dinsdale, Enns, Haidasz, Klein, Macaluso, Munro, Orlikow, Pelletier, Prud'homme, Régimbal, Roxburgh, Watson (*Chateauguay-Huntingdon-Laprairie*)—(19).

In attendance: The Honourable Jean Marchand, Minister of Manpower and Immigration and Mr. Tom Kent, Deputy Minister.

The Chairman invited the Minister to read the following two prepared statements intitled:

(a) Remarks for Parliamentary Committee on Immigration,

(b) A New Selection Policy for Immigration.

Then the examination of the Minister ensued and was completed.

The Chairman thanked the Minister who retired.

The Committee agreed unanimously to the New Selection Policy for Immigration being made effective without delay.

On motion of Hon. Senator Croll, seconded by Mr. Dinsdale,

Resolved unanimously:—That reasonable travelling and living expenses be paid to Mr. Joseph Sedgwick, Q.C., who appeared before the Committee on April 13, 1967.

At 11.50 o'clock a.m., the Committee adjourned to the call of the Chair.

Maxime Guitard,
Clerk of the Committee.



EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, April 18, 1967.

The Joint Chairman Mr. Klein: Gentlemen, I see a quorum.

We are very pleased to have with us again this morning the Minister of Manpower and Immigration who would like to make an announcement in connection with the White Paper. It is my pleasure to present to you the Minister of Manpower and Immigration, Mr. Marchand.

The Hon. Jean Marchand (Minister of Manpower and Immigration): Mr. Chairman, I am grateful for this opportunity to talk to the Committee about our policies and selection standards for admitting immigrants.

There has been a good deal of criticism of our selection process as it now is. I do not complain about that. If there were no room for criticism, a committee like this would be a waste of time.

Far from being satisfied with the present selection process, I said at the first meeting of the committee that my officials and I would receive suggestions with open minds. We are a new department and our objective is to make improvements.

Many of the comments made in briefs and by the members of the committee have been helpful.

However, I am sure you are not expecting me to accept by any means all of the criticisms that have been made. I would be able to do that only if I were capable of moving in two directions at once. For there are two opposite lines of criticism.

On the one hand, it is said that our selection rules are too rigid. On the other hand, there are complaints that our officers are too arbitrary as to who they accept and who they reject.

It really is not possible to have it both ways. The basic instruction to our officers, as

laid down in the legislation, is and must be to select people who have a good chance of settling down successfully in Canada. This is a matter of judgment, on which people are bound to differ. The point of having rules—of spelling out requirements about, for example, occupation or education is that the officer should not have an unlimited discretion as to who he admits and who he doesn't.

There is no objection to having this document distributed. Do we have copies somewhere?

The Joint Chairman Mr. Klein: Perhaps this document ought to be distributed while the Minister is reading it so that it will be easier for us to follow him and to ask questions afterwards?

Some hon. Members: Agreed.

The Joint Chairman Mr. Klein: Does everybody now have a copy?

Mr. Marchand: There are two documents. I do not know which one is now being circulated.

The Joint Chairman Mr. Klein: We are at page 2, gentlemen, at the beginning of the third paragraph.

Mr. Marchand: This means that, if we make the rules less rigid, we are saying that more of the decision-making will be left to the judgment of the immigration officer. And if we do that, he inevitably will make some decisions with which any one of us would disagree. This is the price of flexibility.

It will be acceptable only if our officers are careful and objective, and that can be expected only if they know they will not be overruled except for exceptional reasons. We can run a fair and efficient Department only if we respect the judgment of our officers.

The Department has been building up the quality of its officers and improving the selection tools with which they have to work. I

believe we have reached the point at which we wisely can rely more on the organised judgment of our officers. That is to say, I am proposing to introduce new selection criteria involving less rigid rules.

● (10:10 a.m.)

I am distributing to the committee a short document which describes these criteria. Their effect is that, while occupational skills and levels of education will continue to be important factors, they will not be the basis of fixed rules. They will not be grounds for excluding a man if he has a combination of other qualities that give him a good chance of success in Canada.

I believe that, if members of the committee study the document, they will share my optimism that what we have evolved is a considerably improved selection process. I think it meets valid criticisms of existing procedures. I think it would implement the principles of the White Paper more satisfactorily than those procedures have done. I think it will help us forward with an expansionist, non-discriminatory immigration policy.

It will also, I believe, help us to resolve the difficult issues about sponsorship that have been discussed in the committee. Those are the issues that I wish particularly to discuss today.

There has been some criticism because the White Paper makes a distinction between two kinds of sponsorship—dependents and non-dependents. Frankly, the criticism has not changed my mind. I think there is a very important difference.

It seems to me that when we accept an immigrant to come and work in Canada, we automatically accept an obligation towards his dependents. The people who are dependent on him at the time of his immigration—his wife and children—normally accompany him. But I think we should be equally prepared to say that if there is anyone who, in the normal course of family relationships, becomes dependent on him or would have become a part of his household if he had not migrated, then that relative should be sponsorable as a matter of right.

The relatives concerned are fiancés (with their children if they have them), parents and

grandparents who are not working, and orphaned children who are brothers and sisters, nephews and nieces, or grandchildren. These cover all the usual cases, but I would be prepared to go further and say that we should accept other relatives, on compassionate grounds, if it can be shown that there are special reasons why the sponsor has a moral obligation to take them into his family.

The White Paper suggests that dependents should be sponsorable "of right". This means that, if government refuses the application, the sponsor should be able to appeal to an independent tribunal. That is established by the legislation which Parliament recently approved.

Moreover, I do not think that we should require, for this kind of sponsorship, any financial evidence of ability to support the sponsored immigrant. To impose financial standards smacks of paternalism. If a man wants to take his old grandmother into his house, it is not for government to say that he doesn't have room or can't afford it.

The result of lifting such rules may be that in some cases social assistance will be required. But that is a price I think we should be prepared to pay. As a matter of government financing, it has to be discussed with the provinces. But my view is that the unity of the dependent family ought not to be set aside because it can result, in a few cases, in the community having to bear extra welfare costs.

There is an error in this part of the White Paper that I would like to correct. In paragraph 47 (b) we refer to parents and grandparents "not entering the labour force". That phrase unfortunately seems to make admissibility dependent on a statement of intentions.

I want to define "not entering the labour force" in a way that avoids this. We can get a virtual identity with what we want by treating all parents and grandparents as retired if they are over the age of sixty. In addition, we should recognise parents as becoming members of the sponsor's household at an earlier age if either parent is infirm or if one is widowed. Then we meet the social needs without having to argue about intentions.

There is not much controversy about the sponsorship of dependents. I believe that we

move to a situation that is different in principle when we consider other relatives.

I do not say this because I have less concern for family relationships than any member of the committee. The desire of a man to help his brother is a good desire, and it is an influence on our immigration that we should welcome. An immigrant who has a relative in Canada, willing and able to help him, is on that account more likely to settle successfully here. That is the viewpoint stated in the White Paper, and it is central to our policy.

But it is a very different matter to go on to say, as some do, that the relative who is coming here to work should be admitted just because he is a relative. I do not believe that sponsorship of a worker—of a non-dependent relative—can be regarded as a right in the same way as the sponsorship of dependents.

You can say that the sponsorship of non-dependent relatives is a right only if you are prepared to say that, even if a hundred Canadian carpenters are lined up for one job, it is nevertheless perfectly all right for a carpenter to be brought in from overseas for the job, provided that he is someone's brother.

I do not believe that anyone could stand up in the House of Commons, or in Montreal or Toronto or Hamilton or Windsor, and seriously argue that case.

It is easy at this moment, when we have been getting accustomed to labour shortages in many occupations, to talk as if all relatives should have an automatic right to come to Canada. That sentiment can be made to sound like the voice of humanitarianism and brotherhood. But it is not. It is an attitude that would not stand up for a moment against the merest breath of adversity. It is not a solid base for immigration policy.

My purpose is to build an immigration policy that will make the maximum contribution to Canada's growth year in and year out, a viable policy that will stand the test of time because it will respond to changing needs within a consistently liberal and expansionist approach. It is within the framework of such a policy that we can give the fullest steady weight to the claims of family relationship, as well as to humanitarian considerations generally.

But we will not achieve that objective by asserting claims to put sponsorship ahead of the interests of the Canadian labour force. Frankly, I think that people who do so are in danger of making themselves bad friends of sponsored immigration.

It is sometimes suggested that the point I am making is an unreal one, because if employment prospects are bad people will not sponsor their relatives anyway. That is only partially true. After all, employment prospects may deteriorate here but still be better than they are in some other countries; and that may be particularly true if the sponsor is in a position of influence to get a job for the immigrant ahead of other applicants.

I believe as strongly as anyone that, if we conduct our economic affairs at all sensibly, this country will need a substantial number of immigrants all the time and a good many more immigrants a lot of the time. But I would not take responsibility for a policy that commits us to accepting people into the Canadian labour force irrespective of time and place, irrespective of their qualifications and the demand for their services.

At present, of course, the right of sponsorship is qualified in three ways. Partly by law and partly by practice, it is in truth operative for non-dependent relatives only in western Europe and the Americas. The White Paper expresses our determination to end that discrimination.

Secondly, sponsorship is in fact restricted by administrative delay. In some countries we do not have the staff to keep level with the applications. That is most unsatisfactory and I am determined to change it as quickly as I can.

Thirdly, sponsorship is dependent on the sponsor having enough means to help out the immigrant for a period until he becomes established. I think there is general agreement that this is a reasonable restraint for the non-dependent relative. The financial standards are modest. They do not provide protection against prolonged difficulty in getting established. But if we value family relationships as such, we certainly do not want to make sponsorship the privilege of the relatively wealthy. I am not proposing any change in the existing

financial requirements, and I never would propose any substantial intensification of them.

• (10.20 a.m.)

I think that there is a fairer way of getting an additional measure of the sponsor's capacity to be of real help to his relative. I refer to the White Paper proposal that we should require evidence of the sponsor himself being well established in Canada through having lived here for five years and making the decision to identify himself with Canada by becoming a citizen.

I would add, however, that citizenship is properly a factor to be taken into account, rather than an absolute; it is not that the citizen should have extensive rights to sponsor and the landed immigrant none, but that other things being equal there should be a preference in favour of the citizen.

The main issue, however, concerns not the sponsor but the immigrant. The relative coming to Canada as a worker should have preference over other workers. He should be admissible, thanks to his sponsor, with fewer qualifications than are required of independent immigrants. But he should not be admissible entirely without qualifications, without regard to the needs of the Canadian labour market and the interests of people already here.

The White Paper therefore proposed that a male relative coming to work in Canada should be required either to have an occupation that is in demand in Canada or to have a minimum educational qualification of seven years' schooling.

In the context of our present selection procedures, I believe that this was as good a proposal as could be made at the time. But I readily agree that it reflects the weakness of those selection procedures, by setting what can be in practice too rigid a standard. While years of education are an important advantage, other things being equal, the difference between, say, six years and seven should not be decisive; and that is especially true when a considerable proportion of potentially sponsorable immigrants come from areas where schooling has in the past often fallen a little short of those levels.

The new selection process that I am proposing offers us a way out of this difficulty.

It takes account of nine factors. Five of these—the applicant's education, his personal qualities, the strength of demand for his type of occupation, his age, and the skill factor in his occupation—relate to the immigrant's underlying prospects of successful establishment in Canada.

The remaining four factors affect rather the speed and ease with which he is likely to get settled initially. These are whether he has a definite job arranged, his knowledge of English or French or both, whether he has relatives in Canada, and the general employment situation in the area to which he first intends to go.

For the sponsored immigrant, these short-term factors are much less significant. He has his sponsor who has undertaken to help him.

We have therefore experimented with a selection process that would remove these factors, in the consideration of the sponsored immigrant, and replace them by giving heavy weight to the factor of sponsorship. In effect, we would give logical expression to the principle stated in the White Paper and create a genuine trade-off between personal qualifications and relationship. A brother would not be admissible solely because he is a brother. But he would be admissible as long as he ranked even very modestly in the other selection factors. Provided he had good personal qualities, indeed, he would be admissible virtually without skill or education.

One advantage of this approach, dealing in comparative qualifications rather than absolutes is that it would provide a basis on which we could extend the range of sponsorable relatives. The larger preference would continue to be given to the classes listed in paragraph 47 (c) of the White Paper; that is, sons and daughters and parents and grandparents who do not qualify as dependants, brothers and sisters, and nephews and nieces under 21. These people would have the maximum preference if sponsored by a citizen, and a slightly smaller preference if sponsored by a non-citizen.

As third and fourth groups, according to whether they are sponsored by citizens or

non-citizens, I would propose to add nephews and nieces over 21, uncles and aunts, and grandchildren. These relatives would not be admitted as freely as brothers, but they would be admitted with lower qualifications than are now required of them as unsponsored immigrants.

We have tried out this procedure on a random sample of actual cases of people who would not be qualified as unsponsored immigrants. The results indicate that 97 or 98 per cent of relatives in the first group—brothers, etc. whose sponsors are Canadian citizens—would be admitted; the only exceptions are people who are most unlikely to be able to establish themselves in Canada. Where the sponsors are non-citizens, the likely level of admissions is a little lower but it is still very high—nearly 90 per cent.

It should be said, of course, that this is the situation in the present state of the labour market, when so many occupations rank as being in strong demand. In less buoyant economic conditions, the ratio would fall. But this does not mean that the relatives would be excluded for all time; they would be able to come forward when circumstances were more favourable.

Our experiment suggested that, among the proposed new sponsorable class—nephews etc. unable to meet the unsponsored standard—over 50 per cent would in the present state of the economy, become admissible if a citizen sponsored them. If the sponsor is a non-citizen the ratio becomes much smaller—about 11 per cent.

I have no disposition to claim perfection for these proposals. We have been working for a considerable time towards improvements in the selection process. Every system has advantages and disadvantages, and it is hard to arrive at the best balance. But I believe that what we are now considering is a very considerable improvement on the present system. I think it removes the genuine weaknesses that have been pointed out before the committee. I believe that it will implement the principles of the White Paper.

With these policies and procedures, I believe that we can abolish discrimination, pay more regard to the claims of family relationship, act both with greater efficiency and with

greater compassion than in the past, and serve the manpower needs of our growing Canadian economy through an expansionist immigration policy.

Mr. Chairman, I have a description of the new selection procedure. Is it your wish that I read it before we discuss the first paper.

The Joint Chairman Mr. Klein: The consensus seems to be to have it read.

Senator Fournier: Are there any copies of the Minister's statement?

The Joint Chairman Mr. Klein: They have been distributed.

Senator Fournier: I have not one.

The Joint Chairman Mr. Klein: One will be supplied to you.

Senator Fournier: Mr. Chairman, we should all have copies of this very important statement.

The Joint Chairman Mr. Klein: You will be supplied with copies but, of course, the statement is now a matter of record.

Senator Fournier: Yes, but we do not have it now and we are asked to follow it.

The Joint Chairman Mr. Klein: A copy of the statement will be sent to each member of the Committee later on today.

May we proceed now with the reading of the new selection policy for immigration?

Mr. Marchand: The selection rules that have been used for immigrants relate chiefly to the occupational skill or the educational level of the potential immigrant. No one denies that these are important factors in the ability of an immigrant to get settled in Canada. But the reason why they have been given so much weight is that they are factors of which a fairly objective and precise measurement can be made. If there are to be rules, they provide the best basis.

We intend, of course, to go on taking them into account. But we will not make them the basis of rules as rigid as they have been. In other words, we will not exclude a man because he falls a little short of some occupational or educational standard, if he has a combination of other qualities that give him a good chance of success in Canada.

The more complete considerations that we propose to take into account are as follows, in the order of importance we propose to attach to them.

• (10.30 a.m.)

1. Education
2. Personal qualities
3. Occupational demand
4. Age
5. Occupational skill
6. Employment arrangements
7. Knowledge of English and/or French
8. Relatives
9. Area of destination.

Education is listed first. Some of the discussion of recent months has been conducted as if the importance attached to education was a new proposal of the White Paper. This is not so. We are simply continuing existing practice.

We have good reason to do so. The fact about employment today is that the most common characteristic of the people who are in a strong competitive position in the labour market is that they are the people whose education is better than average. Of course there are many other factors and there are exceptions, to this as to any generalization. But you cannot base a large-scale policy on the exceptions.

It has been said that what matters is not education but the willingness and ability to learn; intelligence and aptitude are more important than the number of school grades. It is certainly true that, without those qualities, school grades do not guarantee success. But intelligence and aptitude are hard things to measure. Experts agree no more than laymen as to what exactly intelligence consists of. Also, the value of intelligence tests is largely restricted to comparing people with similar cultural backgrounds. As yet, at any rate, they are not developed to the point of being much use on an international scale. Their use is in no way ruled out of account for the future. But it is an open question how appropriate they may be, and certainly they do not offer any immediate solution to our problem.

It is easy to show that education is far from a complete and perfect test of a man's capacity to be a good citizen. No one has ever suggested that it is. But we have to be practical.

Unless we give the Immigration Division ten times the staff it has, we can't find out all about a man's character before we decide whether he should be admitted. If we want immigration, we have to make decisions. And the fact is that how much schooling a man has had is the most useful single indication whether he is likely to be adaptable to a new country and to be successful in most of the jobs available today.

That is the truth on which large businesses base their selection of people. It is the truth on which immigration policy has been based. It must continue to be taken into account by anyone who wants the largest practicable volume of successful immigration.

It is important to be clear on that point. But it is also important to go on to say that, while education is a highly important factor in selection, we should be able to avoid using it in a rule-of-thumb way. In fact, there already is quite a degree of flexibility. Of late we have included up to three years of technical, vocational, trade or apprenticeship training as the equivalent of formal education. And, while the regulations put education first among the criteria for admission, we accept many people below the general standard, if they have other desirable qualities or experience.

It nevertheless is true that at present the educational requirement operates as something of a barrier. In a more advanced selection process we can and should avoid that. We propose in future to avoid treating any particular number of years of schooling as in itself providing a kind of pass or failure mark. We will continue to give considerable weight to education, but no one will be excluded on that account alone. That is to say, there will be broader grounds than in the past on which a man can qualify, whether or not he has as much schooling as the average Canadian.

Accordingly, we propose to give more consistent weight than in the past to our interviewing officer's assessment of the personal qualities—initiative, willingness to work hard, attitude towards a new country, and so on—that play a large part in determining how well an immigrant can establish himself in Canada. If he is married, the personal assessment will include his wife and children, and

their possible contributions will be taken into account.

The third factor to which we propose to give a good deal of weight is the strength of the demand for the occupation that the intending immigrant is able to pursue.

This is different from the occupational test used up to now, which is whether the occupation is rated as skilled. Occupational demand is a matter of how many vacancies there are. In some circumstances, it can be very strong for relatively unskilled jobs, such as those in mining and some kinds of farm work, as well as for skilled jobs.

In assessing demand, we of course cannot be governed purely by the circumstances of the moment. We will have to be satisfied that the occupation is as likely as any to continue to offer a growing number of jobs. Thanks to the greatly improved system of manpower information and analysis that is being developed in the new Department, we will in future be able to identify the expanding occupations on a much more scientific basis, and with considerably more precision, than the Immigration Division was able to do in the past.

These three factors—education, personal assessment and occupational demand—will play the main part in determining whether an immigrant should be accepted. If he ranks high according to all three of these factors, he is almost certain to be accepted. But he will not be rejected because he ranks lowly in one of them, or only moderately in two of the three. The six other factors listed above will collectively count for as much as the three major factors, and thus make it possible for many other people to qualify.

The first of these additional factors is age. It obviously makes more sense for a man to change his country when he is relatively young. We would not on this account prefer the youth of 18 to the man of 30 or 35; maturity also has some merits. But beyond his middle thirties, a man begins to need higher qualifications if he is to move successfully; beyond the middle forties, this factor becomes serious. This does not mean that there should be any barrier. A man may get a good job in Canada when he is 60; but he has to rank high in other qualifications.

The next factor is the skill level of the potential immigrant's occupation—that is to say, how far it requires knowledge and experience and formal evidence of qualification. In the past, as was pointed out earlier, this factor has been rather mixed up with occupational demand. They usually go together, but not necessarily so; piano tuning is highly skilled, but in declining demand. In future the two will be assessed separately, and less critical importance will be attached to skill as such.

Whether or not a man has a job arranged will also be treated more consistently than in the past. It ought never to be regarded as decisive in itself. No specific job can be guaranteed for an indefinite period and therefore it is not a sufficient basis for admitting an immigrant who is otherwise poorly qualified. But to have a definite job to go to is a great help to the immigrant in the first place. And therefore it is a factor that can and should make all the difference in marginal cases.

Much the same is true about an immigrant's knowledge of English or French or both. If he has the other qualifications desirable in an immigrant, he will learn anyway. But to know one or both when he arrives is a great help in settling, and therefore can be decisive for immigrants who are otherwise marginal.

Another factor is whether the immigrant has relatives in Canada. This is apart, of course, from sponsorship. It can be an important help to the immigrant to have contact with relatives here, even when they are not able to act as sponsors. This again is a factor that should be given some consideration.

Lastly, there is the question of where in the country the immigrant is going. If he is aiming at an area where employment prospects generally are strong, his chances of satisfactory settlement will be improved even if his qualifications are somewhat marginal.

• (10.40 a.m.)

This, in outline, is the selection process we have now developed. We have been trying it out in many hundreds of cases. To do so, we selected at random files of recent applications—some actually admitted, some rejected—from offices in a number of different countries. The officials re-worked each case on the proposed selection process. The results were highly encouraging.

Of the people who had actually been admitted under present procedures, one per cent would have been refused under the new system. There were cases where moderate qualifications in terms of skill or education were not matched by good ranking on any of the other factors.

On the other hand, an appreciable proportion of the people who had been refused under the present procedures would be accepted on the new system. It is impossible to give a precise figure for the increase, since some of the refusals had been made on paper screening, without interview, and therefore the personal assessment could not be taken into account. But the indication is that between a quarter and a third of those rejected, because they fall short of the skill and educational requirements, would in present economic circumstances be admissible under the more flexible system.

The experiment has also shown that the new selection process would operate more consistently, as between countries, than the present procedures do.

One of the important results of the proposal would be that it could reduce the problems of industries that are short of labour but cannot attract people who meet the present immigration requirements. This does not mean that it would become possible for the mines, for example, to recruit unskilled and uneducated people with little chance of alternative employment. But a man who had a definite job arranged in an occupation such as mining would have a chance to qualify under the new selection criteria, even though his schooling was somewhat below the normal Canadian level, provided that he was in his twenties or thirties and that he ranked fairly high in personal qualities.

The same kind of profile would apply in other occupations, such as general farm work, for which it is difficult to find suitable recruits under the present selection rules.

These selection criteria would implement the principles of the White Paper more satisfactorily than existing procedures have done. They provide the kind of guidelines required for an immigration policy that is both expansionist and consistent, that will meet in a

steady way the changing manpower needs of our growing economy.

Mr. Brewin: Mr. Chairman, first of all I would like to make a comment, if I may. I think the increased flexibility is a great advance, and I want to congratulate the Minister and his Department on making this suggestion. I think it meets at least some of the difficulties that members of the Committee have felt about strict educational requirements, for example. However, I still feel very unhappy about giving preference to people on the ground of citizenship in sponsoring immigrants. I can understand why some period of residence might be required as a proper basis of qualification, but when you introduce the element of citizenship, you introduce something that is not directly relevant. For one thing, citizenship can be denied people by the discretion of the Secretary of State or the presiding judge without reason given and this is perhaps imposing a penalty or discriminating against people. It may be that citizenship is a privilege that should be denied on discretion, although I do not agree with that. But as long as that is so I think that should not be the basis of discrimination. On page 11 the minister says:

I would add, however, that citizenship is properly a factor to be taken into account, rather than an absolute; it is not that the citizen should have extensive rights to sponsor and the landed immigrant none, but that other things being equal there should be a preference in favour of the citizen.

Mr. Minister, why should there be that preference? What is the reason for that paragraph? I do not think it has any place in this discussion.

Mr. Marchand: Mr. Chairman, first I must say that I think it could be interpreted from the White Paper that citizens will have sponsorship rights that landed immigrants will not have. In the explanation I give it is worded slightly different. That does not mean that the landed immigrant will have no right of sponsorship outside their dependents. They will—and this is probably something new—but they will be entitled to less credit than a citizen for two reasons. First, in respect of the dependents, there is no explanation, and I think we

agree on this. If we accept a man into Canada, we accept his dependents too. For the others, the assumption is that a man who is sponsored is more likely to establish easily in Canada because he will be helped by his family. This is true if the family is very well established. When is it very well established? That is a matter of judgment. Is it after a six months' or three years' stay here in Canada? Under this system we can take this situation into account. I think that if a man arrives here in July, perhaps by December he has not decided and we cannot say that he is a well-established landed immigrant. We are going to take into account, and recognize, their right of sponsorship, but try to have a system which will take into account the possibilities of their helping those persons whom they sponsor.

Therefore, there is not a clear-cut line indicating that one person is a citizen and has rights and that others do not. The others will have rights, too, but if they have been here for only a year or six months, for example, I think that we should make a difference between them and an established Canadian citizen.

As far as citizenship is concerned, I agree with you. I assume that the things that you are referring to will be corrected in the future; but, of course, if citizenship is refused on frivolous grounds...

Mr. Brewin: We do not know whether they are frivolous grounds. They are refused, and we do not know why.

Mr. Marchand: I think this is something which is not part of this paper. I may very well agree with you. All I would like to emphasize is that there is a reason for making some kind of difference between a citizen of Canada and a landed immigrant. I think there is some justification for this. It should not, as I have said, be a matter of one having all rights and others having no rights at all, but I think that there should be a certain distinction. This is particularly true in certain circumstances.

The Joint Chairman Mr. Klein: On that point, Mr. Minister, may I just ask this question? Is there such a thing as sponsorship of the non-citizen on compassionate grounds? When you speak of admission on compassionate grounds...?

Mr. Marchand: This is something different.

The Joint Chairman Mr. Klein: Would the compassionate grounds avail for the non-citizen?

Mr. Marchand: We provide for acceptance of immigrants on compassionate grounds almost everywhere. We provide for it in the dependent groups and we mention it in sponsorship of relatives, too, but it is not dealt with particularly in that case.

I do not think that this is what Mr. Brewin was referring to. It was only the principle of giving more rights to Canadian citizens than to landed immigrants.

Mr. Brewin: In that connection, may I just ask one more supplementary? Mr. Marchand says that this citizenship situation may be changed in the future but I have not heard any statement of government policy other than the Minister's own announcement of good intentions. Is the Bill in the Senate?

• (10.50 a.m.)

Mr. Bell (Carleton): There is a bill in the Senate.

Mr. Macaluso: I would like to ask the Minister a supplementary question, Mr. Chairman. I would like to reiterate Mr. Brewin's remarks about the amendments. I think that you have gone a long way to meeting many of the criticisms of this Committee. We have discussed and dealt with the subject of the certificate of citizenship before you get the expanded right of sponsorship.

I was just wondering if establishment of the proposed sponsor based on his having acquired citizenship after five years would not be considered; and if we abolish the citizenship requirement and require instead, as a term of reference, a period of residence of for example, 4 or 5 years would that not achieve the same purpose? As Mr. Brewin has mentioned to many of us citizenship certificates are refused, for a number of frivolous reasons. Perhaps a term of residence of a certain number of years would achieve your purpose rather than the requirement of having the certificate of citizenship. Sometimes it is not their fault that they do not get it.

Mr. Marchand: Yes; that might be reasonable. But suppose that the Citizenship Act were amended and we were satisfied that it was

now working well. We would probably agree that in certain cases we would be justified in refusing citizenship, even if such cases were fewer than in the past. In those cases, even though they have been here for 5 or 6 years and, for good reasons, we refuse citizenship, do you think that they should have exactly the same right of sponsorship as the Canadian citizen?

Mr. Macaluso: You would have that information in your files anyway, if there was any reason why he should not be admitted. You would still have that control of not allowing him to sponsor anyone. I realize that it might be a little more...

Mr. Marchand: If you require 5 years, for example, or were to take into account the number of years that they have been here, it would be automatic at that time; it will have no relationship with getting citizenship.

Mr. Macaluso: There are some Canadian citizens now who are not allowed to sponsor because of something that may be in their record, of which we have no knowledge.

Mr. Marchand: I will look into that and see if we can replace citizenship by a number of years.

The Joint Chairman Mr. Klein: Mr. Roxburgh has a supplementary question.

Mr. Roxburgh: I would like to speak briefly on the same subject. Mr. Macaluso has pretty well dealt with the subject, but there is one thing that bothers me. I realize exactly what Mr. Macaluso is getting at—that certain people are not getting their citizenship; and it is a shame. It is not handled properly. But what is the value of citizenship if we do not give any value to it? There are people who have been here for twenty years and who have not been interested in becoming Canadian citizens. Should they be given the same right as the Canadian citizen? We have to take that into consideration when we are mulling over this subject.

Mr. Marchand: In general principle I agree with you. This is the basis of the White Paper. I think that it is normal that a Canadian citizen have rights that non-citizens do not have.

Senator Croll: Mr. Marchand, have you any figures in the Department to indicate the incidence of citizenship that is available and not being picked up? How many are there who could, by virtue of their years in Canada, have become citizens and have not done so? I have always understood that figure to be considerable. What does the Department say about that?

Mr. Marchand: As you know, citizenship is no longer under my Department, but we can find out. I do not know if anybody here has any figures on this? I am informed that the figure is considerable.

Senator Croll: Is this not likely to cut that "considerable" figure down considerably?

Mr. Marchand: It might incite landed immigrants to become citizens.

Mr. Macaluso: If they can get past the discretion of the presiding president.

Mr. Marchand: This is something that I would not like to say too much about.

Mr. Régimbal: We are dealing here with statements of policy and intention. Are there any areas in which this suggests or necessitates a change in the Act? Will there be any amendment in the Act, or is it just a matter of interpretation?

Mr. Marchand: There will, of course, be amendments, in the Act concerning the rights of sponsorship, which are restricted now and which are different from one country and the other; but this is only a suggestion on which to base and new regulations which we can implement without waiting for the amendments to the Immigration Act.

Mr. Brewin: May I ask a supplementary to that? Mr. Marchand, would you spell out these criteria as flexible standards right in your regulations so that the ignorant person outside can know the basis of your interpretation of the written regulations?

Mr. Marchand: Yes. We would like you to know exactly what the criteria and the definitions are.

Mr. Munro: The discrimination embodied in section 31 of the Regulations would disappear.

Mr. Marchand: Yes, it would be removed.

Mr. Baldwin: I would like to ask a supplementary to that. Would the regulations be engrossed and brought before this Committee at some time so that we can have an opportunity to look at them? We all know what we should do to get into heaven but sometimes it is nice to have it spelled out, as in the Ten Commandments.

Mr. Marchand: I do not know when the regulations will be ready. I wanted to give you this paper this morning so that you might read the White Paper in the light of it, as it will modify the existing rules. It might also modify your views on the White Paper, because you studied the White Paper in relation to the existing rules. With those rules modified, perhaps you will have a new look at the White Paper, and many of your grievances may disappear.

Mr. Baldwin: As I understand it, this is a rebuttal of some of the criticisms voiced.

Mr. Marchand: It is not a rebuttal; it is an acceptance of the grounds of many grievances which have been expressed before this Committee.

Mr. Régimbal: On page 11 of the original statement—which is a question no more—you say that the relative coming to Canada as a worker should have preference over other workers. If a preference is going to be given to relations could that possibly deter the investigation of new areas where there is very little immigration?

Mr. Marchand: The sentence you refer to is just to indicate the new philosophy of immigration. Up to now we have placed the emphasis on education and skills. Now, of course, we still heed those factors, as important factors, but we think that we should place more emphasis on sponsorship rights. This is not a comparison, but we can imagine one where there are two workers, for example, one sponsored and one non-sponsored—what we call an independent prospective immigrant. Even if the sponsored immigrant has fewer qualifications and skills than the independent prospective immigrant we will give the preference to the sponsored applicant, because we attach more value to sponsorship than we used to in the past. This is the meaning of the sentence to which you refer.

(Translation)

Mr. Régimbal: I have not seen anything in the recommendations that I might indicate would indicate that we intend to invade new markets. Previously, immigration sources were more or less...

Mr. Marchand: This, of course, is a question of administrative policy. We cannot set out in the legislation where we will open an office.

Mr. Régimbal: Certainly. However, it is a question of administrative practice.

Mr. Marchand: If you have studied the recommendations, you will recall that we talked about the kinds of restrictions which affect immigration today. Some restrictions exist in the legislation itself. We also run into administrative difficulties such as the lack of offices in a great number of countries, for example. We told you that, in time, we intended to correct this situation. I think that if you read this paragraph, you will find a reply to your question.

(Text)

Mr. Orlikow: I would like to ask the Minister this question: In changing your administrative procedures have you made plans for some kind of reporting? I am thinking of what has been done over the years by the Unemployment Insurance Commission, whereby a case is appealed and a board of referees makes a decision. There is a report which goes out to the staff and other people who are interested in order that they may have some idea of the policy and the rules. It seems to me that, in the past there have been decisions made by some officers that have indicated a certain prejudice which the Department may correct in the particular case—and I am satisfied that it has; however, unless a report concerning the principle involved goes out the staff in other cities do not become really acquainted with the policy of the Department. It would seem to me that that kind of procedure would be a valuable one.

Mr. Marchand: The reports you are referring to are the reports of the boards of referees of the unemployment insurance commission. Our immigration appeal board will follow the same procedure. They will create a

jurisprudence and will make judgments, so that there will be something on which to base decisions.

Mr. Orlikow: And will those decisions go out to the staff? It seems to me that this would help to improve the situation.

Mr. Marchand: Yes.

Senator Croll: May I, if I am not out of order, Mr. Marchand, ask what is the incidence of immigration this year for January, February and March, and what are the prospects?

Mr. Marchand: Well, over the three months there was an increase of about 30 per cent. I do not know, of course, whether that will be maintained throughout the balance of the year.

Mr. Prud'homme: Is this over the same period last year?

Mr. Marchand: Yes, over the same period last year.

Senator Croll: What does that mean in numbers, Mr. Marchand?

Mr. Marchand: Well, we accepted 195,000 immigrants last year. This is a 30 per cent increase. In January 1966 we accepted 8,268 immigrants and in January 1967 we accepted 13,500 immigrants which is an increase of about 53 per cent. In February 1966 we accepted 8,600 immigrants, and in February 1967, we accepted 12,500. Therefore, during the first two months last year the number was nearly 17,000, and this year it is 26,000.

Mr. Macaluso: Could we have the breakdown between sponsored and non-sponsored, Mr. Marchand?

Mr. T. Kent (Deputy Minister of Department of Manpower and Immigration): I wonder if I might make a comment on those figures so that there will not be any misunderstanding? The figures of total immigration include those people who have been landed under the non-immigrant control policy—the people who came as visitors—and who in recent months have been landed and recorded here as landed immigrants for the first time. Of course, they are not new immigrants, in any real sense, in that many of them have

been here for a year, or two years, or whatever it may be.

The increase in actual new landings of immigrants compared with a year ago is not 50 per cent but 30 per cent. It is still vague, but not quite as vague as those figures. We do not have the exact figures in this form to cover the first three months, but there has been an increase of just about 30 per cent.

Mr. Marchand: Yes; that is the figure that I remember. That is why I was wondering about this higher one.

Mr. Macaluso: Could you give us a breakdown of the number of unsponsored and sponsored immigrants?

Mr. Marchand: Yes, we have the details of that. We have here "sponsored national", "sponsored non-national", "unsponsored national" and so on. Do you want me to read them all?

Mr. Macaluso: No. I just wondered whether you had one figure to cover unsponsored and another figure for the sponsored during the first three months, in addition to the percentage that you gave us?

Mr. Kent: No; we do not have the comparative breakdown of these figures, between this year and last year. We could get them. For the first two months the figures...

Mr. Marchand: If you are interested we can get them, but we do not have them here.

Mr. Haidasz: Mr. Chairman, I was very happy to hear the new criteria for the selection of immigrants, which the Minister explained today, because it meets many of the representations that have been made to all of us on this Committee. In view of the great change, however, I was wondering whether the Minister could state today how soon these new selection criteria will be implemented, so that Canadian citizens and others will be able to benefit by them. How soon will they be implemented?

Mr. Marchand: I do not know exactly, in terms of weeks or months.

Perhaps the Deputy Minister could help me on this. It will be as soon as...

Mr. Kent: Well, after we are given instructions, it will take a month or two, I think, to set up the administrative procedures involved, but it will be done fairly quickly.

Mr. Haidasz: Thank you.

Mr. Chairman, the Minister made reference in his first statement to the independent immigration appeal board. I would like to know when we can expect this act to be proclaimed and the regulations published.

Mr. Marchand: Well, we hope that by the 1st of July the new board will be constituted and working. This, of course, is not a formal promise, but that is the objective. If nothing unforeseen happens, it will be set up before the 1st of July.

Mr. Haidasz: Well, my main concern, of course, is about the regulations by Order in Council which would apply to section 17 of the new immigration appeal act. I was hoping that Canadian citizens would be able to make appeals for their next-of-kin to be brought to Canada if the new categories still prevented certain Canadian citizens from bringing in their close relatives such as first and second cousins.

My next question, sir, relates to the intention of the department to open new immigration offices in the capitals of certain central European countries, such as Warsaw and Belgrade. What hope is there of having offices opened in these places this year?

Mr. Marchand: Well, there, as you know, we have to have the agreement of the governments concerned. In some cases we are meeting some difficulties, but I think that we can overcome them—at least in a few countries. I cannot tell you exactly in which countries we will be successful.

Mr. Haidasz: Reference was made on another occasion to the refugee eligibility commission mentioned in the White Paper.

Have there been any consultations with the international organization, or with the United Nations High Commissioner's Office for Refugees, relating to the definition of "refugee", and will this eligibility commission be set up by a special act of legislation or by amendment to existing acts?

• (11.10 a.m.)

Mr. Marchand: Well, as you know, five or six months ago we received in Canada the President of the Commission—

Mr. Kent: Prince Sadruddin Aga Khan.

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Mr. Marchand: Yes; and we keep in touch with his organization. They have received a copy of our White Paper. I discussed the new philosophy with the Prince in Geneva, and he entirely agrees with it. I do not think there will be any difficulty, and he is certainly quite happy with the relationship with our country.

Mr. Haidasz: When may we expect an announcement by you, Mr. Marchand, about this refugee eligibility commission?

Mr. Marchand: Well, I cannot say offhand. The Deputy Minister tells me that they have offered their services in the drafting of the legislation and in establishing the definitions in the law, and that we have accepted their offer. We will be happy to co-operate with them so that our law and policies will be in perfect agreement with their own philosophy on refugees and immigration.

Mr. Haidasz: Can the Minister state to the Committee whether this eligibility commission will be set up by an act of parliament—a special, separate act of legislation?

Mr. Marchand: Yes; this will be done.

Mr. Haidasz: Thank you very much, Mr. Chairman.

The Chairman Mr. Klein: Are there any other questions, gentlemen?

If not, I should like...

Mr. Dinsdale: I have a brief question, if I may, Mr. Chairman. The statement of the Minister resolves many of the difficulties and complaints that we have encountered during the course of the hearings, but I am wondering if it is in the mind of the Minister and the department to deal with some of the recommendations that have been made, some of which I think are quite worthwhile.

For example, some of the voluntary groups suggested that they might be in a position to assist in increasing immigration and in the sorting out process if they were regarded as qualified sponsors. You have mentioned in your paper that one of the great difficulties is personal assessment. That is in the vague category. Who is going to do the assessing of the quality of the intended immigrants? Some of these voluntary groups say that they would be very happy to accept responsibility for this very delicate and sensitive task of assessing personal qualifications outside of formal education.

Mr. Marchand: Well, it is not our intention to give any sponsorship rights to voluntary

associations or to any groups. I think that the sponsorship rights should be restricted, although, they have been extended under the new policy that I outlined this morning. I think that we can meet most of the grievances that have been expressed before the Committee, and that we do not need to go further in this field.

I think that our officers should retain the responsibility for assessing the qualities of immigrants. I do not think that it is feasible to have officers together with two or three private organizations, assessing the qualities of immigrants. I do not see how this could work in practice. I think we have good officers. We may have to improve their quality, what they have been doing, but I think they should keep this responsibility; otherwise, I do not see how we can proceed.

Mr. Dinsdale: It was done by voluntary groups during great periods of Canadian immigration in the past.

Mr. Marchand: Yes; things were done in the past which were probably justifiable. Immediately after the Hungarian revolution, for example, things were done for the refugees, which probably would not be done at this moment.

We are now stating our permanent policy on immigration. If special circumstances arise I think we have the authority to deal with them, but in the normal course of the administration of the law I think that we should keep the responsibility within our department.

Mr. Dinsdale: With reference to the refugees, I think it was the Deputy Minister who stated earlier on in our discussion that there will be some formalized basis for dealing with their entrance.

Have you any details on this program? As the Minister said a moment ago, Mr. Chairman, we did it on a hit-or-miss basis in the Hungarian situation. We have accepted tubercular cases and so forth but not on any continuous basis. It has just been an ad hoc program. What is contemplated to make a more positive and continuing contribution to the solution of this difficult problem?

Mr. Kent: Mr. Chairman, the intention as announced in the White Paper, you will recall, was to introduce special legislation to set up a permanent regular refugee program which, of course, depends on establishing in Canada some machinery for the definition of refugees on the authority of Canada. As the Minister mentioned in reply to the earlier question, we

have been having quite extensive informal consultations with the International Commission about that. They have offered their services to us in helping to spell out the details and so on, and that, presumably, can be proceeded with whenever it is possible to introduce legislation but, of course, it does depend on that.

Mr. Dinsdale: But, it is the intention of the government to proceed on this.

Much was made by many witnesses of the so-called urban bias in the White Paper, that it is geared to the golden triangle and metropolitan communities like Montreal. I am wondering whether the category "occupational requirements" is designed to get around this particular complaint?

Mr. Marchand: What do you mean by occupational requirements? Qualifications or demand?

Mr. Dinsdale: In your supplementary paper you make reference to the fact that occupational needs will be one of the supplementary criterion for determining the eligibility of the immigrant.

Mr. Marchand: You will see that this new approach is much more flexible than the rules we usually applied in the past concerning immigration. We will take into consideration not only two or three factors, but nine factors. Of course, if for one occupation in Canada, for example, there is no demand, this is going to affect the prospective immigrant who wants to come to Canada in this occupation. Automatically it will be taken into account but if the situation changes, of course, that does not mean that he would not be accepted, because he might qualify under the other items and he might very well be accepted. But on this point, he will not receive any credit for his occupational skill in that circumstance. It is something quite flexible which will adapt itself automatically to the Canadian situation.

Mr. Dinsdale: I would imagine it would be designed to deal with the problem outlined by the mining representatives, that there is a shortage of 4,000 skilled miners.

Mr. Marchand: It is designed to take that into account too.

Mr. Dinsdale: Or, the problem mentioned by Manitoba where they have had difficulty in the past in getting suitable manpower to deal with their specific problems?

Mr. Marchand: I think it is very clear. Under the rules as they now exist it is almost impossible on outside sponsorship for an independent immigrant to come to Canada without education and without a skill. It is almost impossible. Under this new rule it will be possible.

Mr. Dinsdale: Would that mean that provincial governments might act as sponsors?

Mr. Marchand: No. I think it is outlined in the law who can act as sponsor.

Mr. Dinsdale: Who assesses the need put forward by provincial governments? If they say that they have a manpower shortage in a particular occupational area, who assesses that need?

• (11.20 a.m.)

Mr. Marchand: We have manpower centres, even in Manitoba. That is how we can assess the situation and, of course, they can make representations. There is still a democracy in Canada, I hope. If they have needs they can express them.

Mr. Dinsdale: There was a suggestion that there was a lack of co-ordination or even communication between provincial authorities, not only in this area, but also in the Health and Welfare area.

Mr. Marchand: Well, of course, this policy and this law is not intended to settle the problem of federal provincial relations. This is not the study's main purpose. I hope, we can solve this problem at another level, because if there is a lack of communication, of course, all departments will be affected by this attitude and we might be affected too. But we can assess the needs of the labour market by our own machinery and centres and I do not think we rely on the provincial governments for this. They can be helpful and, of course, they can have needs that we do not assess very well and they can express their opinions. But I think we have all the instruments and all the tools to apply this policy.

Mr. Dinsdale: I have just one other point. I do not want to delay the Committee but it is concerning this Health and Welfare problem which is a real source of irritant when an immigrant runs into extreme difficulties shortly after his arrival. It is a provincial responsibility in both the Health and Welfare field and yet this responsibility does not seem to have been communicated too clearly to the provincial authorities. In the presentation I sensed it is the voluntary groups that are carrying a large part of the responsibility.

Mr. Marchand: You know that the situation is not the same in that field in all provinces. It varies very much. It is different in Quebec, in Manitoba and the rest of the country. I do not know whether you were here at that time, but we made a clear suggestion as far as dependents are concerned that social assistance should be provided from the very beginning of their arrival in Canada.

Mr. Dinsdale: That is, health and welfare?

Mr. Marchand: Yes. They should be entitled to all the social security.

Mr. Dinsdale: As a federal responsibility?

Mr. Marchand: No. We have a responsibility towards immigrants and we carry it on; we do it daily. The main responsibility is provincial. There is no doubt about that, but in some provinces there are delays, as you know, before an immigrant can profit by the social security schemes. In the meantime, we assume a temporary responsibility in many cases and probably we will continue to do so, but we will meet with the provinces so that in all provinces immigrants will receive help from the first day of their arrival here in Canada if they need it.

Mr. Dinsdale: So, in other words, there will be close co-ordination with the provinces.

Mr. Marchand: We will try to work in co-operation with the provinces but I cannot answer for the provinces.

Senator Croll: I thought the questions were finished and all I had to say was I am distinguished here this morning by being the oldest immigrant in the Committee. I am delighted with the enlightened and the far reaching policy that has been expounded by the Minister today.

The Joint Chairman Mr. Klein: May I ask you a question, Senator. Are you a citizen? Mr. Brewin?

Mr. Brewin: I have a question that arises out of a different matter that was not discussed in the Minister's statement this morning, but if he is in a position to deal with it I would be interested. We had quite a lot of briefs before the Committee concerning the situation about would-be immigrants from behind the Iron Curtain in countries such as, Poland, and so on. I think, in your original statement on July 8, you said with regard to sponsored immigrants from eastern Europe and so on, that there were going to be modifications and improvements to security

procedures. I wonder if you could tell me whether any advance has been made towards a solution of this problem because I think it was the Canadian Polish Congress, for example—and they are firmly an anti-communist group—who said they believed there were many suitable immigrants in these countries who were now being kept out by this security problem, and they did not think the problem was as great as we made it.

Mr. Marchand: You know what is stated in the White Paper on this subject. We are working on that but the solution is related, to a large extent, to this inquiry which is taking place on security in Canada. It is related to this subject and I do not think we can move as a department before the Commission, where the immigration problems, as far as security is concerned, are going to be discussed.

Mr. Brewin: Are you making representations from the Department to the Commission stating the nature of your problems and how they have been dealt with in the past?

Mr. Marchand: You know how this Commission proceeds. We have to wait until they ask us to appear, but I hope we are going to appear before this Commission and state our problems.

Mr. Brewin: Really, I do not think you do have to wait, Mr. Minister. I have been interested in this part of the security problem and I have been invited to make representations. I am sure you could make much better informed representations than I can.

Mr. Marchand: I am told by the Deputy Minister that the Department already has appeared before the Commission and our case has been stated; it is already before them. This is what I am told.

Mr. Brewin: I do not want you to go into detail here because it may be confidential, but does the case you stated seek to secure a solution to the problem of how you get perfectly qualified immigrants, sponsored or unsponsored, from behind the Iron Curtain?

Mr. Marchand: This is the whole problem. This is what we are interested in and we are trying to find solutions which will be equitable for immigrants and for Canadians who want to have their relatives here in Canada. This is what we are interested in and I cannot go further than that. I think we have, at least, the same preoccupations even if we do not have the same solutions.

Mr. Macaluso: I have one question arising out of this Iron Curtain problem, Mr. Minister. Many of us have experienced a problem with respect to sponsors who wish to call relatives—next of kin, probably—who are in the sponsorable categories, as you outlined them, from Rumania, Yugoslavia, and Hungary. The problem is that of the governments there issuing exit permits for these people, or even accepting applications. I know the External Affairs Department has been dealing with this problem over the past few years with these particular governments and I gather there is not too much co-operation. I am just wondering whether your department is working on this problem, or working with the External Affairs Department or with the governments that are involved and if so, what is happening?

Mr. Marchand: We are working with the External Affairs Department and these governments so that we can settle the cases you are referring to. It is not easy and, of course, it is not only an immigration problem. As you know, there are many other problems involved and, unfortunately, it would not be proper for me to discuss all the details, but we are aware of these problems.

Mr. Macaluso: I think one of the worst situations is in Rumania. It really is the most difficult one.

Mr. Marchand: Yes; I know it is a problem and the solution is not easy but we are working on it. That is all I can say.

The Joint Chairman Mr. Klein: Gentlemen, if there are no further questions, I want to thank the Minister for coming here and giving us this statement.

I would like to point out to the Committee a rather awkward situation that has developed. There are strong rumours that the House will prorogue before the end of this month. The reason I am bringing up this subject is that I have been informed we will not receive all the evidence now in the process of being printed until some time during the month of May. One of the reasons, I understand, is that two tapes in Montreal were misplaced. They have now been found but they have to be translated and printed, and so forth. There is a possibility that all the evidence might not be printed in time for us to make a report during this session. I hope this Committee will be reconstituted as quickly as possible in the next session in order that a report can emanate from it on the basis of the evidence that it will have before it in printed form. But, I

• (11.30 a.m.)

would think that it would be the better part of discretion at this moment for this Committee to recommend on an interim basis that the Department carry out immediately the provisions the Minister has brought before it this morning, so that many people who could be affected by these provisions will have the benefit of them, until such time as a final report can come down from this Committee, whenever that might be. I think we owe it to the people of Canada that these provisions be put into effect immediately, and I strongly suggest to this Committee that we recommend that these new provisions be implemented immediately.

Mr. Munro: I so move.

Mr. Haidasz: I second the motion.

Mr. Brewin: Just a minute. Mr. Chairman, I think this is a very dubious procedure. I am as anxious as anybody here to get the improvements that are embodied in this proposal into action. Of course, if the Department chose to act before it had the final report from this Committee, well and good. However, I think a number of matters were raised here that require careful discussion in this Committee and I do not believe we should make two stabs at it. I think we should meet as quickly as we can; if we cannot get the evidence, that is unfortunate, but I, personally, do not want to accept interim solutions. We raised one question about this citizenship business, for example.

The Joint Chairman Mr. Klein: Mr. Brewin, I do not think this would affect the final report of this Committee. The final report of this Committee could go beyond; it does not preclude any of the things you are talking about, but I think that not to do it this morning would be an injustice to the people who could benefit from these new provisions. I do not know when we will get together again as a Committee, and I think it would be most unfair to deprive the people of what these provisions can now mean.

Mr. Orlikow: Mr. Chairman, I think you are being entirely too optimistic when you suggest that the House will finish by the end of the month. For one thing, this Minister has a bill having to do with manpower retraining which will not pass in five minutes.

Mr. Marchand: No; in 10 minutes, I hope.

Mr. Orlikow: It will not pass in 10 minutes; it may pass in less than 10 days. But, in any case, Mr. Chairman, we still have all of next

week. I think every member of this Committee is very pleased with the presentation which the Minister made today. To most of us, on first reading, it seems to go a long way towards meeting the objections which members of this Committee have raised and which were contained in many of the presentations which were made to us.

On the other hand, I would be very reluctant to vote today on a motion which would indicate that we are completely satisfied simply on the basis of listening to the Minister's statement.

You may be completely correct, Mr. Chairman, that we will not have all the evidence and cannot make a final report before the end of this session. I see no reason, if the Minister were to support the Chairman and the Committee in asking the Government to reconstitute the Committee immediately, why the Committee could not get to work as soon as the new session is under way and complete the report. If that is not possible—and I do not know why it is not possible; I do not know why committees have to wait for months at the beginning of every new session before they start working—there is no reason why we could not have a meeting a week or ten days from now, if it were thought necessary to pass some interim report. I, for one, Mr. Chairman, even though I am very favourably impressed by the Minister's statement, would like to have a chance to read this submission again and look at some of the submissions which were made by interested organizations to see how close this statement comes to meeting their requests, before I would vote for anything, even of an interim nature.

I certainly do not think we should do it today; I do not see what will be gained by doing it today.

The Joint Chairman Mr. Klein: Mr. Orlikow, I just want to point out, again, that any decision on an interim basis that might be taken by this Committee today can be altered and recommendations of any kind can be made in the final report. I would think, on that basis, that you ought not to have any objection, particularly in your case where you are such an active Member of this Committee and so many members of your own constituency will be affected by these new regulations. Every day counts.

Mr. Haidasz: Mr. Chairman, that is just exactly the point I wanted to raise. I am sure that not only I, but many members of the House of Commons and the Senate, have ur-

gent representations from their constituents and others who, as I said, would be adversely affected if the selection criteria mentioned to-day were not implemented as soon as possible; without any further delay.

The Joint Chairman Mr. Klein: Mr. Dinsdale?

Mr. Marchand: Will you allow me to speak?

Mr. Dinsdale: Yes.

Mr. Marchand: The purpose of this paper this morning was just to answer some of the criticisms which have been expressed before this Committee and to say how we intend to deal with those criticisms. This was the purpose of the paper that was presented this morning. We want to modify our regulations—not the law, but the regulations—so that we can improve our administrative rules. If you consider these are improvements, of course, I do not think we need a formal vote—

Mr. Prud'homme: Mr. Orlikow will see to that.

Mr. Marchand: If the Committee expresses the opinion that these recommendations are an improvement, without committing themselves on their final recommendations. Of course, if the reaction is very bad and the opinion is that we would be worse off as a result of these recommendations, a vote would then be quite prudent. However, if you say, in general terms, that these recommendations are in the right direction it would be helpful, that is all. We do not need anything else.

The Joint Chairman Mr. Klein: We do not need a vote.

Mr. Dinsdale: That just the point I wanted to make. This is a matter of administration.

The Joint Chairman Mr. Klein: I was not asking for a vote, I was just simply asking for the agreement of the Committee to recommend to the Minister that these recommendations be implemented immediately. That is all.

Mr. Dinsdale: The deliberations of this Committee have been an educational experience for all of us, including the Department, and I think it will result in a more enlightened administration. I would certainly recommend that.

Mr. Macaluso: We went through this exercise, I believe, once before with the Deputy Minister about the fact that we do not need a vote. I think everyone has agreed that these

recommendations should go forward. I think it was agreed previously that our authority is not necessary to put these recommendations into the regulations. I think there is agreement that the Department should go ahead and implement these recommendations.

Mr. Marchand: In normal times we would proceed with this, but because of the White Paper and the fact that the Committee has been studying this problem, we would not like to do something to which—

The Joint Chairman Mr. Klein: To which we might be opposed.

Mr. Marchand:—you are opposed in principle or something of which you do not see the value. This is the only argument. We will take the responsibility for this action; we do not want the Committee to take the responsibility, but we will feel more at ease if we know that, in general terms, you think this is a move in the right direction. That is all we need?

Mr. Macaluso: Yes.

Senator Croll: Mr. Minister, I think the point is that we do not want you to feel at ease, at all. What we want you to do is go ahead as quickly as possible.

An hon. Member: That is right.

Senator Baird: We do not want you to feel at ease, at all.

Mr. Prud'homme: I would just like to add that as a Member who represents a constituency where this White Paper on Immigration will have great effect, I would urge the Minister to go ahead and implement these recommendations. I do not know what the feeling of this Committee is, but I do know the feeling of the people involved in this matter and I would urge the Minister to put the new regulations into effect as soon as possible. All my immigration problems at the moment, and I get a lot of them, would be easily solved by just putting these recommendations into effect right away. As you all have said, we do not need a formal vote.

● (11.40 a.m.)

I thank the Minister for at least having had the courtesy to ask the Committee for concurrence in these new recommendations I thank him for that; I urge him to implement them; I congratulate him and ask him and his Department to put them into effect as soon as possible because we have created a lot of hope with this White Paper. Every time a new selection policy for immigration is announced or when the Minister makes a statement, as

he has this morning, it gets into the press and the public do not differentiate. When they read that in the newspapers, they think these changes are going to take place right away. They think the press is right and feel that this is going to be good. Then, because of what they read, they think this is the new law. We know it is not a new law, but I would prefer to sit in camera in the future if every time we create new hope, nothing is done. These people do not know about this.

Mr. Marchand: The only problem we have—and I think this is important—is that we would not like, even if we could do it legally, to do things at this moment that would be in contradiction of what this Committee is doing or what it hopes will be done in the field of immigration. That is all. For the rest I do not want you to assume responsibility which is our responsibility and which we, in the Department, should discharge.

Mr. Roxburgh: Surely Mr. Brewin and the others agree that this should go forward because, as has already been well illustrated, we are going to do something that we have been wanting to do for a long time. Surely to goodness we are not going to hold it up for another week or another month or two months when we are in a position to be able to do something. Certainly, I am all in favour of this going through at once, so long as it does not affect the overall situation, which the Minister has assured us it will not. Surely we can have unanimous consent to say that this should be implemented right now.

Mr. Brewin: Mr. Chairman, may I make my position perfectly clear? First of all, I do not have any objection to the administration bringing into effect some of the improvements suggested here. I know very well that at the present time we are operating, to some extent, in this field on Ministerial statements and as they become more and more, small "q"—liberal, the happier I am. I would be delighted if these changes could come into effect now.

I also think there is no reason why we should not make an interim report on this, but I say that if this Committee makes an interim report which is approved, it should be a considered report. Perhaps we do not need all the evidence; perhaps the Committee could decide now to proceed with certain aspects covered by this statement, but when we submit a report from this Committee I want it to include all of the matters because I do feel that when the changes made are going to be put into a firm form—not merely as administra-

tive procedures but as Orders in Council setting out the standards and so on—I think it would be very helpful at that stage if this Committee's report had been made before that more formal and final step is taken.

I want to make it clear that I am not objecting to the Minister and his Department applying the new criteria suggested here this morning which they can perfectly well do on an administrative basis. I am not objecting to an interim report, if you can arrange this, to deal with part of the subject, but I am objecting to formal votes approving a policy before we have had a chance to make a detailed examination and report from this Committee. There is no need to make hectic appeals to me that we should approve something unanimously. All I am interested in, I think, is the proper procedure for this Committee. Perhaps, as the Minister said, we do not need a vote. If we do not need a vote then I simply have no objection to indicating a general approval from this Committee to move forward to carry out these administrative changes.

The Joint Chairman Mr. Klein: I think that takes care of what we want and we hope the Minister will put these new regulations into effect immediately. Thank you very much.

Mr. Marchand: I thank you very much, Mr. Chairman.

The Joint Chairman Mr. Klein: I am sorry, gentlemen, there are a couple of other matters which need our attention. Senator Croll, would you mind being seated for just one minute?

An hon. Member: Not only the Senator but the others, too.

The Joint Chairman Mr. Klein: May we have a motion approving Mr. Sedgwick's travelling and living expenses, to read as follows:

That reasonable travelling and living expenses be paid to Mr. Joseph Sedgwick, Q.C.

Senator Croll: I so move.

Mr. Prud'homme: I second the motion.

Motion agreed to.

The Joint Chairman Mr. Klein: Gentlemen, there is one more question.

• (11.46 a.m.)

An article has appeared in *Sept-Jours* magazine in which in brief there has been a complaint made to the effect that immigrants

from France have been given certain advance information about conditions in Canada and when they have come to Canada have complained that these conditions were not met.

Mr. Enns: It is the same the world over.

Mr. Prud'homme: We dealt with this in Montreal.

The Joint Chairman Mr. Klein: The question is whether it might be useful to the Committee to have the author of this article requested to come before the Committee.

I understand that the person who might be properly asked before the Committee, in view of the substance of the article, is Mr. Joseph Poulard, directeur de l'Union Nationale Française.

Mr. Roxburgh: I understood that was dealt with. We were supposed to have received copies of that. This was taken up at the last meeting when it was chaired by the Senator.

The Joint Chairman Mr. Klein: Thank you, gentlemen.

The meeting is adjourned.

HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
1966-67

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON
IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:
Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

PROCEEDINGS

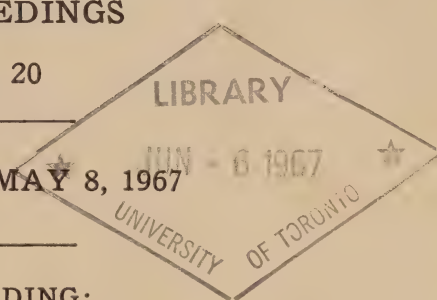
No. 20

MONDAY, MAY 8, 1967

INCLUDING:

1. Report to the House
2. Index to witnesses (individuals, associations, etc.)
3. Index to briefs
4. Index to exhibits filed with the Committee

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967



MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, Chairman
and Honourable Senators:

Baird	Fournier (<i>Madawaska- Restigouche</i>)	Macnaughton
Cameron	Hastings	Nichol
Croll	Hnatyshyn	Pearson
Desruisseaux		Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, Chairman
and

Mr. Aiken	Mr. Dinsdale	Mr. Pelletier
Mr. Badanai	Mr. Enns	Mr. Prud'homme
Mr. Baldwin	Mr. Haidasz	Mr. Régimbal
Mr. Bell (<i>Carleton</i>)	Mr. Laprise	Mr. Roxburgh
Mr. Blouin	Mr. Macaluso	Mr. Skoreyko
Mr. Brewin	Mr. Munro	Mr. Ryan
Mr. Crossman	Mr. Nasserden	Mr. Watson (<i>Châteauguay- Huntingdon- Laprairie</i>)—24.
Mr. Deachman	Mr. Orlikow	

(Quorum 12)

Maxime Guitard,
Clerk of Joint Committee.

1—REPORT TO THE HOUSE

Monday, May 8, 1967.

The Special Joint Committee of the Senate and House of Commons on Immigration has the honour to present its

THIRD REPORT

On Thursday, October 20, 1966, the following matters were referred to the Special Joint Committee of the Senate and House of Commons on Immigration for its consideration and report:

The White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

From November 10, 1966 to May 8, 1967, the Committee has held 37 meetings and has heard 39 briefs from and including the Government of the Province of Manitoba, rep-

resentatives of the Canadian Chamber of Commerce, Professional and Business Men's Association, Labour Unions, many national organizations of ethnic groups and individuals.

The Committee, not having presently access to all the evidence adduced before it, is reluctant to present a final report to both Houses.

Your Committee therefore recommends that it be reconstituted next session and the evidence adduced during the present session, in both French and English, be referred to it, so that it will be in a position to pursue its work on this important matter, namely Canadian Immigration Policy.

A copy of the relevant Minutes of Proceedings and Evidence (*Issues Nos. 1 to 20*) is tabled.

Respectfully submitted,

MILTON L. KLEIN,
Joint Chairman.

(Presented on Monday, May 8, 1967)



MINUTES OF PROCEEDINGS

Monday, May 8, 1967.

The Special Joint Committee of the Senate and House of Commons on Immigration met "*in camera*" at 10:10 o'clock a.m., this day. The Chairman of the Senate's section, Honourable Senator Langlois, presided.

Members present:

Representing the Senate: Honourable Senators: Cameron, Desruisseaux, Langlois, Willis (4).

Representing the House of Commons: Messrs. Aiken, Badanai, Baldwin, Bell (Carleton), Brewin, Deachman, Haidasz, Munro, Régimbal, Roxburgh (10).

The Committee considered a draft Report.

On motion of Mr. Haidasz, seconded by Mr. Badanai, it was

*Resolved unanimously,—*That the Draft Report be adopted without amendment and that the Joint Chairmen of the Committee be

hereby instructed to report accordingly to their respective Houses.

On motion of Mr. Badanai, seconded by Mr. Aiken, it was

*Resolved unanimously,—*That the briefs of the following be printed as appendices to this day's Minutes of Proceedings:

1. The Canadian Italian Business and Professional Men's Association. (*See appendix A-6*).
2. The Croatian Peasant Party of Canada. (*See appendix A-7*).
3. The Canadian Federation of Agriculture. (*See appendix A-8*).
4. The Canadian Construction Association. (*See appendix A-9*).

At 10:20 o'clock a.m., the Committee adjourned "*sine die*".

Maxime Guitard,
Clerk of the Committee.

APPENDIX A-6

CANADIAN-ITALIAN BUSINESS &
PROFESSIONAL MEN'S ASSOCIATION

February 27th, 1967

The Honourable Senator Léopold Langlois
and Mr. Milton L. Klein,
Joint Chairmen,

Special Joint Committee of the Senate

and House of Commons on the White Paper
on Immigration,

House of Commons,
Ottawa, Ontario.

Gentlemen:

Our Association is deeply grateful for the opportunity given to submit this brief on the White Paper on Immigration. On behalf of the Chairman of the Steering Committee, Mr. Aldo Dello Sbarba, and members of this Association, we urge you to consider the following. Our initiative is based on a sincere desire to contribute to better our nation's immigration policies.

Our organization which comprises over 500 members from every factor of industry and

business, and from different professions, is constantly seeking to improve its members' welfare and enrich our community's different spheres. Our charter also includes clauses which are aimed at refreshing everyone's living conditions. It is in this spirit of national dedication that we present these recommendations to government officials, whenever we are given the opportunity.

National and communal responsibilities inspired our Association in our gesture to sponsor this new project which we believe we have appropriately named: "The Civic Affairs Committee".

We wish to underline that one of its top-ranking activities is to foster real citizenship among new Canadians who settle in our community. May we also remind you that although this is a basically new committee, we feel that our group is merely making another civic minded move, a very timely contribution.

Respectfully yours,

Dante Panni,
President.

SUBMISSION
to the
SPECIAL JOINT COMMITTEE
of the
SENATE AND HOUSE OF COMMONS
on
IMMIGRATION
by
THE CANADIAN-ITALIAN BUSINESS & PROFESSIONAL
MEN'S ASSOCIATION OF QUEBEC INC.

February 27th, 1967

Montreal, Quebec.

POPULATION OBJECTIVE

In our analysis of the White Paper on Immigration, we concur with the general belief that Canada, with its vast territory, is in urgent need of a speedy rise in population. The White Paper defines well various advantages to be obtained for Canadian industry and economy by an increase in the number of Canadians.

We readily agree with an estimated objective of 50,000,000 men and women for Canada's 10 provinces. Any figure below this estimate could easily open the door to a take-over by our economic giant neighbor. If this objective is to be reached, how can we attain our goal?

(a) *National Birth Rate?*

Present statistics clearly show that our recent national rate appears insufficient.

(b) *Immigration?*

Our present rate of about 150,000 per year is inadequate to meet existing requirements even when coupled with the national birth rate.

Therefore, above mentioned observations appear to justify the recommendations that restrictions to present policies should be seriously considered. In addition, findings of a report on the progress and integration of non-skilled immigration during a given period of residence, should be a contributing factor to policy changes.

IMMIGRANT AVAILABILITY AND ABSORPTION

The present economic prosperity by most European countries, particularly among Common Market members, tends to restrain the availability of skilled immigrants. And the projected rate of progress in many of these countries could create an unsurmountable barrier to future skilled immigration and possibly affect the flow of non-skilled newcomers.

We can appreciate certain problems resulting from an unlimited immigration, without a guarantee of possible employment, but Canada's wealth of natural resources, if wisely exploited in accordance with a long-range plan of economic development, could easily support an accelerated increase for the fifty-million population objective, and possibly more.

UNSPONSORED SKILLED IMMIGRANT

One of the White Paper's main features dealt with the endorsement of skilled immigrants. Obviously, this policy appears to be the solution but, in view of various comments contained in the preceding chapter, we wonder if it would not be only a partial solution. Furthermore, are difficulties created by existing conditions imposed on skilled immigrants?

Based on the knowledge of listed experiences, unsponsored skilled immigrants encounter a number of difficulties for the following reasons:—

(a) Insufficient pre-entry information regarding technical and labor requirements, such as an obligatory long period of apprenticeship in order to obtain recognition of skill or profession;

(b) Inexistence of assured jobs in his skill or profession upon his arrival;

(c) Possible lack of a resident relative or friends as an aiding factor for adjustment and assistance.

When arriving to Canada without assured employment and unable to find suitable work for which they are qualified, skilled immigrants must often accept whatever work is available in order to live. These conditions are psychologically and morally disturbing to immigrants and casts a bad light on Canada.

Their lack of personal contacts in this country can result in untold hardships during this transitory period of integration. They need social assistance in other words.

SPONSORED IMMIGRANT

Is it not possible that sponsored immigration is probably our only solution to this immediate problem? We believe the answer is "yes" because many important factors appear to favour this policy.

(a) It is logical and natural that a relative will assume moral obligations towards sponsored immigrants with the probable offer of a job upon their arrival to Canada;

(b) Non-skilled immigrants are ideal subjects for integration into our labor force based on prevailing conditions;

(c) Eventual training and education of immigrants as skilled workers is not to be neglected;

(d) Huge potentialities to be found among immigrants' children should be seriously considered as the partial, if not

total, answer to our future technical and professional requirements;

(e) Reliable reports show that the majority of all sponsored immigrants are dependent. Therefore, the majority of immigrants can be considered as a direct benefit to our national production.

RECOMMENDATIONS

Considering various aforementioned observations and comments pertaining to various aspects of our present and possibly our future immigration policies, we are pleased to submit the following recommendations:—

(a) That we approve changes regarding color and race restrictions;

(b) That a closer contact be encouraged between sponsors and immigration officials so that applicants may be given guide lines on all important matters pertaining to their application, their integration, etc.;

(c) That an aptitude test of immigrants' capacities be volunteered upon their arrival to Canada so that a true assessment of their skill be given;

(d) That Federal authorities encourage provinces to establish reciprocal recognition of skill according to their respective labour standards and parity boards, so that qualified skilled immigrants will not have to undergo unnecessary and long costly apprenticeship periods.

The Federal government should sponsor a crash program intended to speed up the process of full recognition;

(e) That Federal authorities encourage provinces in creating and/or activating immigration departments and initiating closer cooperation in order to coordinate immigration activities;

(f) That industry be compelled to assume its responsibilities when it contracts with prospective skilled immigrants;

(g) That all available information pertaining to real existing conditions in Canada be forwarded to non-sponsored immigrants so that they will get acquainted with exact requirements they will have to meet. This data should also include a comparison of wage benefits so that candidates will be able to size up the

exact situation awaiting them in this country.

(h) That closer cooperation be encouraged between immigration departments and consular representatives so that many existing problems will be eliminated. These consular representatives, we are confident, are very anxious to cooperate to reduce hardships and difficulties with which immigrants have to put up during their first days here.

(i) That Federal authorities initiate a long-term development program along with all Canadian provinces to set up the possible sequence of major projects throughout Canada and thus assure the constant employment of manpower in all categories and the natural absorption of immigrants.

(j) That Federal and Provincial authorities encourage the continuity of informing immigrants in their own tongue by means of different media of publicity. This continual flow of releases and communiques should cover all aspects of our Canadian way of life to facilitate a faster and easier integration of immigrants.

COMMUNITY PARTICIPATION

Considering our direct contact with immigration, we feel that many members of our association, or persons associated with our community organizations, are very qualified not only to discuss and debate this question further but capable of being instrumental in the adoption of future legislation for Canada's best interests. Therefore, our association wishes to participate actively in all operating government agencies in order to further the future development of our immigration policies.

We are very grateful for having been given the opportunity to submit this brief and, we trust our views will be received in the light and spirit with which they are intended—serve our country's best interests.

Respectfully submitted,

DANTE PANNI,
President.

February 27th, 1967
Montreal, Canada.

APPENDIX A-7

March 20th, 1967.

Mr. Maxime Guitard
Clerk of the Special Joint Committee
House of Commons
Ottawa, Ontario

Dear Mr. Guitard:

We would like to present the following submissions for the consideration of the Special Committee on Immigration which should be read in addition to any other representations to be made on behalf of the Croatian Peasant Society of Canada.

1. Although the Society recognizes that there is some justification to an immigration policy being geared to "the economic and social facts of life...in terms of employment, educational opportunities, welfare programmes and taxes" it believes that many of Canada's problems could be solved or certainly ameliorated by an increased population. Therefore to peg Canada's immigration to such things as unemployment increases rather than solves the problem.

2. More attention should be paid to the educational background of prospective immigrants in term of European standards instead of entirely on Canadian standards. In many cases it does not do justice to immigrant applicants to count the number of years in school in most European countries as comparing meaningfully with our system of grades.

3. In view of the increasing changes in technology in Canada less emphasis should be placed upon the determination of "skills" in the traditional sense and more on the probability of the immigrants' ability to adapt quickly to the Canadian facts of life. This is especially important because of the effect of automation. If the present policy is continued in these circumstances Canada would lose more emigrants than she would receive as immigrants.

4. The Society feels that the restriction in the sponsorship system will reduce immigration appreciably. This is so because it is difficult to obtain skilled immigrants from buoyant European economic systems. There is no reason to expect that factors which tend to increase economic activity in Canada will not

also increase economic activity in Europe with a result that when we need immigrants we won't get them and when we can get them we won't want them. Sponsorship then is the only area where we can attract more or less a steady stream of immigrants. The Society feels that there may be some political merit in attempting to correct the "imbalance" between the immigrants which turn out to be English speaking on the one hand and French speaking on the other. It is not able to suggest any "practicable" solution. Any solution introduced however should not have the effect of resulting in decreased immigration.

5. The Society feels that an inordinate emphasis of skilled immigrants will continue to irritate other countries in their relationship to Canada which is seen as syphoning off qualified people from countries that desperately need them. Canada has relied too heavily on skilled immigrants to carry her forward as was pointed out by Professor Porter in his "The Vertical Mosaic". The answer is, of course, that more effort should be put into the training and education of people in Canada and also of making it more attractive for skilled and educated people to remain in Canada.

The Society would suggest too that more concern should be shown to those applicants who are turned away and who remain abroad and who cause serious resentments in international relations.

The proposals allow many of the undesirable features of the Immigration Act to be carried forward. No suggestion is made that the cabinet will be denied the power to exclude people on various grounds including nationality. For instance Section 17 of the Bill C-220 can be used by the cabinet to stop all sponsored immigration.

The circumstances are such that the Department has heretofore shown a different attitude toward immigrants from different parts of the world. For instance in some countries there is vigorous promotional activity, in others, Departmental Officers spend their time in explaining why applicants can not qualify. We say that literacy tests should not be used as a subterfuge for discrimination on racial grounds. S.61(g) of The Old Immigration Act leaves this wide open. Surely it is not necessary for Parliament to leave to the Cabinet

the entire responsibility of declaring what nationalities can or cannot be admitted or assimilated.

The desirability of an immigrant should be a matter of fact and not of opinion and on this question some recourse should be had to the Courts and not rest solely on the decision of the Minister or of his officials working under him. Regulations appear in some instances to be so loose as to allow the Immigration Officer to interpret the prohibitions as he sees fit. This raises the very difficult problem as to what is meant by the phrase "immigration is a privilege and not a right". Surely this does not mean that an applicant has no rights at all. He should at least have the right to make an application and to do so intelligently he should have the right to know the relevant regulations. Without this information the conclusion is inescapable that he is subject to the whims of the immigration officer dealing with him.

6. The status of refugees should be more clearly spelled out. The recent problem of

ship jumpers from iron curtain countries exposed a weakness in the administration of the law. Until two years ago ship jumpers from Iron Curtain countries were allowed to stay in Canada by claiming political asylum. Jumpers from other countries were deported and told that they would not to be allowed to circumvent the Immigration Act in this way. Now ship jumpers from admitted dictatorships are being deported for the same reasons. This overlooks the fact that for such people there is no other way of coming to Canada. There are exceptions based on "very strong compassionate grounds". But this leads to confusion because the phrase is not defined and is a matter of opinion. Serious study should be given to the question as to when and under what circumstances an escapee from an admitted dictatorship should be deported.

Respectfully submitted,
JACK J. BELOBRADIC
on behalf of the Croatian Peasant
Party of Canada.

APPENDIX A-8

THE CANADIAN FEDERATION OF
AGRICULTURE

111 Sparks St.
Ottawa, Canada

April 18th, 1967

Mr. Milton L. Klein,
Chairman,
Joint Senate-House of Commons Committee
on Immigration,
House of Commons,
Ottawa, Ontario

Dear Mr. Klein:

I have been asked by Mr. McFall, Executive Secretary of the Alberta Federation of Agriculture to place in your hands the enclosed copy of a brief presented by the Federation to the Federal-Provincial Agricultural Manpower Committee in Alberta. It deals with some of the problems of agricultural labour supply in southern Alberta.

Yours sincerely,
David Kirk,
Executive Secretary

DK/bw
att.

Same letter to: Senator L. Langlois

FEDERAL-PROVINCIAL AGRICULTURAL
MANPOWER COMMITTEE (Alberta)

Successful production of specialty crops have traditionally been long identified with an adequate field and farm labour supply. While introduction of machines and improved techniques have drastically reduced the total work force required there still remains an urgent need to maintain an essential minimum level to assure a manpower reservoir from which can evolve the field workers—share crop producer—tenant operator—owner cycle, also purchasers for newly developed irrigation land as well as successors for producers reaching retirement status. Without such a continuing manpower pool, special crops production, so inherent to thriving irrigation based enterprises, is first curtailed, then withers on the vine and eventually passes from existence, with economic consequences felt far beyond the actual farm operator.

The history of Alberta has been one of immigration and assimilation. Whatever the racial origin of these immigrants, they have become a part of our community in every aspect, including ownership of farms. This has not been taking place on a large enough scale in recent years and has contributed to the fact that our farm operators have been getting older.

Another aspect has been that it has been increasingly difficult to get hired help either married or single, on irrigated farms. Farmers have learned to get along with less help, or no help at all in many cases. Even a casual survey will reveal that most farms are run today with only the help of the family.

Since inception, the beet industry labour force until 1957 was provided by immigration movements. The major phases were importation of Japanese workers in the early 1900's when the first factory was built at Raymond; and extensive movement of Central European immigrants by C P R colonization 1925-30 when Alberta sugar beet production was re-activated; evacuation 1942-43 of some 3000 Japanese to Alberta from B.C. coastal areas; movement 1946-47 of 400 Polish World War II veterans; extensive immigration yearly 1947-48 from Europe of Hollanders and Displaced persons and several church sponsored groups having various ethnic origins. There has been no immigration of any consequence available to agriculture in Southern Alberta since 1957 with almost complete reliance on Canadian native peoples whose use commenced in 1954, for replenishment and maintenance of the agricultural labour force. The direct effects of such a policy are a decline in production of sugar beets and other irrigation special crops suited to the area whereas these should normally have increased.

The impact of immigration policy and labour supply on beet production is clearly demonstrated by an analysis of the 331 beet grower contracts comprising 9000 acres being the entire 1966 production in the Lethbridge-Coaldale area. This reveals that 87% of the contracts totalling 238, account for 83% of the acreage—5578 acres, are held by growers first or second generation, who originated as field labour in the 1925-30, 1942-43, 1947-57

periods previously referred to. This is basically true of all other producing areas.

The production of sugar beets and that of other specialty irrigation crops, has been declining for the past two years. One of the basic reasons for this is the manpower shortcoming reflected in—

(a) An extreme shortage of experienced tenant or purchaser operators to take over already developed farms now in or suited to beet production.

(b) Lack of men for hire suited through experience and skill in the operation of the expensive machinery and irrigation equipment essential on the farms today.

(c) Non existence, except as farm operators own family, of any significant dependable "on the farm" labour to care for specialty crops as beans, cucumbers, green vegetables, etc.

The shortages of the right kind of labour is very seriously hampering progress in the vegetable and allied industries. While millions of dollars worth of green and processed vegetables are imported to Canada, our fertile irrigated lands in Southern Alberta are still mainly used for grain and cattle operations, in competition with all the dry land in Canada. Every irrigation district in Alberta is in financial difficulty and is continually depending on Government assistance for capital expenditure. It has been proven that we are able to grow vegetable in quantity and with very high quality. Some crops bring very high gross returns per acre, namely, beans, cucumbers and carrots. Most of these crops demand high investment and an absolute assurance of the right kind of labour at the right time.

During the years past, this area has been investigated many times by food processors looking into the possibility of establishing themselves here, always frustrated in their plans because they cannot find an adequate labour supply. The processors in this area now find it more difficult from year to year to contract farmers to grow their crops and to obtain suitable help for their operations.

The green beans and cucumber crops could bring millions of dollars to this area. They have grown here very successfully, however, due to the labour shortage these industries are almost at a standstill.

New markets for our vegetables are opening up. The west coast of Canada and the

United States, with their increasing population and their best agricultural land being taken up by construction, are looking to our area for their needs. With our sources of cheap fuels there is also potential of an enormous greenhouse industry, supplementing the fresh vegetable industry. At the present, Manitoba grown vegetables are already reaching California, and with shipping facilities improving from year to year, the chances of supplying any major center in North America is becoming better all the time. We are told that 350 million dollars worth of fruit and vegetables that could be grown in Canada are imported at the present.

In regards to the potato industry, four years ago it was worth \$4,000,000 and this year, 1966, it is estimated to be worth \$10,000,000. These figures represent the gross return to the producer; the potential in the next five years could well bring the potato industry to \$50,000,000 in the Province, with adequate labour, but without it, it may mean the potato grower would have to entice labour from other fields, which would only result in crippling established industry. This has already become evident in regard to the three vegetable canneries this year which have had to cut down on shifts.

Also a new potato plant in the town of Taber, which should have been in operation by September 1st will not be operating before November 1st because of shortage of labour for construction.

For several years now, the main source of field hand labour in this area has been Indians, mainly from the reserves of Northern Saskatchewan and Northern Alberta.

The experience of producer employers has been that these workers have sometimes lacked quantity, other times quality, and unfortunately some farmers have had experiences where both were lacking.

While it is recognized that the Indian labour force has filled a real need, it would appear that only about 15% of this force is stable enough to be suitable for year round employment and probably a smaller percentage than this are dependable enough for the industry. This appraisal seems verified by the fact that not a single Indian beet worker employed during the 1954-66 period has moved to the crop share category to say nothing of tenant or owner group and

what is more serious there is no evident indication that the situation will change.

This pattern interruption stemming from a ten-year immigration drought, now serious, is expected to progressively worsen quickly unless corrected.

The Employment Service in this area has endeavoured at all times to live up to the requirements of the service and possibly has done more than is actually called for in its work with the agriculture industry. It has endeavoured at all times to procure the workers required for employment, particularly that of a farmer engaged in the growing of sugar beets and row crops. Whilst it must be agreed that this labour obtained has not always been of the highest quality, nevertheless due to the manpower shortage they have been the most suitable employees obtainable, and they have carried out their work in a fairly reasonable manner.

The industry has not always co-operated to the fullest extent in supplying the housing conditions which make for good employees, and this factor has possibly created an impact with the employee which was not in the best interests of the employer. It must also be borne in mind that much of the work to be performed is seasonal employment, and it should be recognized that work of a short duration is not attractive to a worker.

As competition for labour at the present time is very acute, it behoves the industry to take a good look at the facilities which it has and to see what improvements can be made in both working and living conditions.

While it is the contention of some agricultural groups that labour must be here before they can consider the planting of their crops, it is not felt that the problem can be solved in this manner as employees are not prepared to move unless work is available. It would appear, therefore, that the agriculture industry must make their employment sufficiently attractive to encourage people to take employment with them. Due to the fierce competition for labour at this time, it is felt that this is an absolute necessity.

At the risk of over-simplification, the problem appears to be provision and maintenance of a continuing, stable and at the same time evolving, human resource stream from which will flow immediate agricultural labour needs necessary to maintain present and expanded crop production, farm operator-owner replacements to provide for normal retirements,

land disposals, irrigation expansion, etc., and also be a source of trades and craftsmen moving to area industry channels.

As we see it, our permanent labour force could only be filled by immigrants. It would appear that we should be seeking immigrants with some experience and with an earnest desire to better themselves. This in itself would have stabilizing effect on the present labour force.

Since immigration of farm labour has been brought to a standstill since about 1956-57, our labour problems have become increasingly worse. When we consider the enormous contribution immigrants have made to the establishment of this area, we should press for a policy to make those people available once again. If they came in under a sponsored program, it would not create a hardship on the people or the Government, if those people could be brought in with the understanding that they put in two years on farm labour. This would be sufficient to build up local labour forces in the future, not to mention the additional purchasing power these people would create. When we observe the enormous up-life Western Europe incurred by immigration of millions of people from Eastern Europe, how much more could a sensible immigration policy do for Canada with all her resources.

We believe that our immigration restrictions should be eased, as far as seasonal labour is concerned, so that workers who are available and wish to come, will be allowed in on short term basis. At the present time skilled labour is allowed in, but farm labour is not classed as skilled labour and therefore does not qualify.

Apparently the belief is still held by some, that if a man is not qualified to do anything else, he can always work on the farm. If this was ever true, it is certainly not true today, as we think of the precision operations required in our specialty crops.

We recognize that with the imminent widespread adoption of improved practices as mongerm seed use, herbicide weed control and precision planting a substantially increased output per field worker will be realized in the beet industry within the next three years. The need, however, for this reduced work force will be just as necessary and essential as presently exists, for the problem of labour will not be eliminated, rather

only reduced in size. In fact, this apparent gain could be more than compensated for through acreage expansion.

In summary we point out that unless we are able to resolve our labour problem, we can only foresee a decline in our specialty crop and with it a decline in the value of irrigation.

For the reasons set out heretofore, we submit that present Canadian manpower be supplemented through worker importation and urge Federal and Provincial Governments to implement, in fact, a program comprising foreign and domestic sources along the following lines:

1. Recruit each year through government departments a number of family units for permanent year-round domicile and employment on area irrigation farms. For a start suggestion is made that this figure be set at 100 families for 1967.

Among factors bearing on success of this phase of the program are:

- (a) Agricultural background of families selected. They should be land minded with hope that this group would with experience develop into farm operators and owners.

Those people originating from peasant stock of Europe, particularly Central and Eastern countries, have proven especially well adapted here as immigrants. Also Alberta experience has been that Japanese have become excellent assets to agricultural enterprises.

- (b) Mutual working out of skeletal master agreements acceptable to employer, worker and governments concerned, covering minimum wages, housing, working conditions, etc. On this basis applications be invited and received.

- (c) Careful selection and screening of both employer and worker before movement and placement are carried out.

2. Establish labour hostels to accommodate seasonal workers, at strategic sites best suited to serve area requirements of all employers. Erection of two are suggested for 1967 with costs of construction, labour procurement and operation shared equitably by all levels of government and employer groups in proportion to derived benefits.

It may be that when final costs are considered employers may not wish to undertake the expense involved in the setting up of

hostels. It is also possible that not too many workers will be interested in this particular method of employment, and therefore it would be of no benefit to either worker or employer.

Mexican workers in family groups are suggested for hostels because of their adaptability and experience as field labour in specialty crops production. As Canadian native people demonstrate their stability and ability to stay put and concentrate their efforts over the longer period they could be fitted into such a program. In fact, perhaps such an opportunity may prove valuable as an incentive to more permanency.

3. Continue use as at present of native (Indian) peoples for shorter peak period requirements.

It is understood that rather extensive housing projects are being already undertaken or contemplated on various Northern Reserves several hundred miles from Southern Alberta. In this connection consideration of providing housing and social services for Indian people within local areas of employment is suggested as alternative to these functions being carried out on distant reserves where Indian people can never hope to become anything like a self-sustaining citizenry of the country. Such a program could well hasten assimilation of Indian people through improved social and school integration opportunities.

4. Modify present Alberta school system to permit student employment during critical spring and fall agricultural labour peaks.

5. Provide for inclusion in an overall program for:

- (a) Long term credit for construction of present "on the farm" labour housing including installation of electricity, gas and water facilities.

- (b) Prompt action on recommendations of local manpower labour committee regarding procurement and movement of seasonal workers, it being obvious that persons on the spot are best qualified to assess local situations.

This Brief was prepared by the Executive Committee of the Federal-Provincial Agricultural Manpower Committee (Alberta) comprised of the following members and their Associations:

Mr. S.S. Graham—Chairman

Mr. J.G. Snow, Canadian Sugar Factories,
Lethbridge

Mr. A. Huber, Alberta Vegetable Mar-
keting Board, Coaldale

Mr. W. Strom, Alberta Sugar Beet
Growers Association, Burdett

Mr. E. O'Donnell, Alberta Potato Growers
Association, Taber

Mr. T. Peterson, Vegetable Processors
Association, Magrath

Mr. James Lynn, National Employment
Service, Lethbridge.

APPENDIX A-9

CANADIAN CONSTRUCTION
ASSOCIATION

Construction House,
151 O'Connor St.,
Ottawa 4, Canada

April 28, 1967.

Hon. Senator Leopold Langlois
Mr. Milton L. Klein, M.P.
Joint Chairmen
Parliamentary Committee on Immigration
Parliament Buildings
Ottawa 4, Canada.

Dear Sirs:

The Association's Labour Relations Committee has reviewed with great interest the Government's White Paper on Immigration and the Minister of Manpower & Immigration's recent supplementary statement to your Joint Committee.

The Association's membership is nationwide and industry-wide, consisting of over 2,600 general contractors, road builders and heavy construction contractors, trade contractors, manufacturers and suppliers and nearly 100 associations with, in turn, a combined membership of over 12,000 firms.

The construction industry is Canada's largest and has been a heavy employer of immigrant labour, tradesmen, technicians and professional personnel. Indeed, a good number of construction firms have been active in recruiting employees from other countries during the post-war period.

The CCA has advocated throughout that Canada should have a large-scale immigration program, executed on a continuing basis and not unduly influenced by short-term situations.

In addition to their experience as employers of large numbers of immigrants, members

of the construction industry are by the nature of their work particularly conscious of the importance of a larger population in Canada as a means of expediting our nation's economic growth. In like fashion, the reduction in the volume of construction (the main measurement of growth) and of immigration, 1959-1964, were in part closely related factors.

Accordingly, the Association warmly welcomes the general approach of the White Paper that there should be a positive and continuing immigration policy of an expansionist nature. Taking into consideration Canada's declining birth rate, the loss of population through emigration, and the rich potential of Canada's economic resources, it would seem that a program of the size experienced last year, plus another 25,000 immigrants, could be absorbed on an annual basis and should constitute a desirable target.

Similarly, the Association naturally subscribes to the policy of selecting immigrants whose skills and other attributes would facilitate their assimilation into our labour force and society. However, certain sectors of construction find that even in periods of relatively steady "full" employment, the unemployed Canadians tend to be disinclined to accept or are unsuitable for many semi-skilled occupations.

The Minister's announcement that the Government proposes to be more flexible with regard to applications from those who do not possess high skill or education standards or close relatives in Canada is accordingly also welcomed.

Yours sincerely,
S. D. C. CHUTTER,
General Manager.

sdcChutter: ej
cc: Hon. Jean Marchand

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I—Individuals

The following appeared before the Committee and presented briefs:

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Mr. Marc Abelly	10	
Mr. Akos de Muszka	11	
Mr. Joseph Sedgwick, Q.C.	18	
Mr. René Thomas Sutherland	17	
Group Captain Stefan Sznuk	17	
Mr. Giuseppe Turi	11	
Mr. Ernest Zuendel	10	

II—Associations, Organizations, Churches, Firm, Ethnic Groups

The following appeared before the Committee and presented briefs:

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Msgr. Claude Mulvihil, Mesdames Freda Hawkins, Vivienne Wakley and Mr. Henry Weisback.		
<i>The Economic Council of Canada:</i>	3	
Dr. J. J. Deutsch.		
<i>The Anglican Church of Canada:</i>	7	
Reverend Canon Guy Marshall, Reverend D. C. Candy and Miss Anne Davison.		
<i>The Mining Association of Canada:</i>	7	
Messrs. J. D. Barrington, J. C. Byrne, M. D. De Bastiani, E. L. Healy, P. N. Pitcher, J. H. Stovel and V. C. Wansbrough.		
<i>The Canadian Manufacturers' Association:</i>	7	
Messrs. Keith Richan, Peter F. Bartha, H. Wrightman.		
<i>The Ontario Welfare Council:</i>	7	
Mesdames P. J. Chadsey, J. Bennich and Mr. Trevor Pierce.		
<i>The Canadian Association for Retarded Children:</i>	7, 14	
Doctors J. D. Griffin, G. Allan Roeher and Mr. B. B. Swadron.		
<i>The Canadian Lithuanian Community:</i>	7	
Mr. A. Rinkunas.		
<i>The International Institute of Metropolitan Toronto:</i>	8	
Mrs. S. G. Isserstedt and Mr. Milton R. Philip.		
<i>The Canadian Business and Professional Men's Association:</i>	8	
Mr. Clement Nusca.		
<i>The Canadian Polish Congress:</i>	8	
Dr. Z. Przygoda, and Messrs. Zygmunt Jarmicki, Georg Grodecki, T. Glista.		
<i>The Canadian Jewish Congress:</i>	9	
Rabbi Solomon Frank, Dr. Joseph Kage and Messrs. Saul Hayes, A. H. J. Zaitlin, Samuel Lewin and Albert Eaton.		
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<i>Confederation of National Trade Unions:</i>	9
Messrs. Marcel Pépin, Robert Sauvé, Jean-Paul Lalancette, Raymond Parent and Jean Champagne.	
<i>The United Council for Human Rights:</i>	10
Reverend Robert Riendeau and Messrs. Gérard Rancourt, Langis Sirois, A. H. J. Zaitlin and Gérard Picard.	
<i>The Canadian Chamber of Commerce:</i>	10
Messrs. Henry Valle, Maurice Labelle, S. Gossage and G. H. Scoffield.	
<i>The Catholic Immigrant Services:</i>	10
Msgrs. John O'Brien, J. A. Malouin, Claude Mulvihil, Henry Murphy and Henri Gagnon.	
<i>The Parity Committees of Barbers and Hairdressers:</i>	10
Mrs. R. Lavigne, Miss Thérèse Brosseau and Mr. Ernest Marquis.	
<i>The Negro Citizenship Association Inc.:</i>	11
Messrs. George Richardson, Carl Taylor and Dominic Samuel.	
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Messrs. Claude Jodoin, John Fryer, A. Andras and Davis Coupland.	
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Dr. Joseph Kage, Misses Edith Ferguson, Gertrude Notebaert and Mr. Ruben C. Baetz.	
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<i>Trans-Canada Alliance of German-Canadians:</i>	14
Messrs. R. Haussmann and K. Heeb.	
<i>The Italian Immigrant Aid Society:</i>	14
Mrs. Isa Scotti and Messrs. Albert John Vangelisti, and Danny Francescut.	
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III—Officials of the Government of Canada who appeared as witnesses

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Mr. Tom Kent, Mr. R. B. Curry, Mr. E. P. Beasley and Mr. Jack Francis.	4, 5, 19
<i>Officials of the Government of Manitoba:</i>	6
Messrs. Sidney Spivak, Q.C., Minister of Industry and Commerce; I. H. Blicq, Assistant Deputy Minister; J. P. Gannon, Assistant Deputy Minister of Manitoba Development Authority and J. Malko, Director of Immigration.	

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IV—Submitted by People who did not appear as witnesses

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The United Church of Canada	(Not printed)

4—INDEX TO EXHIBITS

Filed with the Committee

1. List of places designated as Immigrants' Stations.
2. Articles of the French Magazine "*Sept-Jours*".

HOUSE OF COMMONS
Second Session—Twenty-seventh Parliament
1968

THE SPECIAL JOINT COMMITTEE OF THE SENATE
AND HOUSE OF COMMONS ON
IMMIGRATION

Appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons by the Minister of Manpower and Immigration on October 14, 1966, and tabled in the Senate on October 18, 1966, and also to examine the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966.

Joint Chairmen:

Honourable Senator Léopold Langlois
and Mr. Milton L. Klein, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 1

LIBRARY

MAR 28 1968

UNIVERSITY OF TORONTO

TUESDAY, FEBRUARY 13, 1968
TUESDAY, FEBRUARY 20, 1968
THURSDAY, FEBRUARY 29, 1968

WITNESSES:

From the Department of Manpower and Immigration: Messrs. Tom Kent, Deputy Minister (Immigration), R. B. Curry, Assistant Deputy Minister (Immigration), E. P. Beasley, Director of Home Branch and Benoît Godbout, Director of Foreign Branch. *From the Immigration Appeal Board:* Miss Janet Scott, Chairman, Messrs. J. C. A. Campbell, Vice-Chairman and D. M. Sloan, Registrar.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator Léopold Langlois, *Chairman*

and Honourable Senators:

Cameron	Fournier (<i>Madawaska-</i>	Macnaughton
Croll	<i>Restigouche</i>)	Nichol
Desruisseaux	Hastings	Pearson
	Hnatyshyn	Willis—12.

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. Milton L. Klein, *Chairman*

and

Mr. Aiken	Mr. Dinsdale	Mr. Pelletier
Mr. Badanai	Mr. Enns	Mr. Prud'homme
Mr. Baldwin	Mr. Haidasz	Mr. Régimbal
Mr. Bell (<i>Carleton</i>)	Mr. Laprise	Mr. Roxburgh,
Mr. Blouin	Mr. Macaluso	Mr. Ryan
Mr. Brewin	Mr. Munro	Mr. Skoreyko
Mr. Crossman	Mr. Nasserden	Mr. Watson (<i>Château-</i>
Mr. Deachman	Mr. Orlikow	<i>guay-Huntingdon-</i>
		<i>Laprairie</i>)—24.

(Quorum 12)

Maxime Guitard,
Clerk of the Committee.

ORDER OF REFERENCE OF THE SENATE

TUESDAY, June 6, 1967.

That the Senate do unite with the House of Commons in the appointment of a Special Joint Committee of both Houses to examine and report upon the White Paper on Immigration tabled in the House of Commons on October 14, 1966, and tabled in the Senate on October 18, 1966, and the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966;

That the following Senators be appointed to act on behalf of the Senate on the Special Joint Committee, namely, the Honourable Senators Baird, Blois, Cameron, Croll, Desruisseaux, Fournier (*Madawaska-Restigouche*), Hastings, Langlois, Macnaughton, Nichol, Pearson and Willis; and that the quorum be fixed at twelve members provided that both Houses are represented;

That the Committee have power to call for persons, papers and records, to examine witnesses; to report from time to time; and to print such papers and evidence from day to day as may be ordered by the Committee;

That the minutes of proceedings and evidence of the Committee in the past Session be referred to the said Committee and be made a part of the records;

That the Committee have power to sit during sitting and adjournments of the Senate;

Attest:

J. F. MACNEILL,
Clerk of the Senate.

ORDERS OF REFERENCE OF THE HOUSE OF COMMONS

FRIDAY, May 19, 1967.

Resolved,—That a Special Joint Committee of the Senate and the House of Commons be appointed to examine and report upon the White Paper on Immigration tabled in the House of Commons on October 14, 1966, and the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966;

That twenty-four Members of the House of Commons, to be designated at a later date, be members of the said Committee; and that the quorum be fixed at twelve members provided both Houses are represented and that Standing Order 67 be suspended in relation thereto;

That the said Committee have power to call for persons, papers and records, to examine witnesses; to report from time to time; and to print such papers and evidence from day to day as may be ordered by the Committee, and that Standing Order 66 be suspended in relation thereto;

That the minutes of the proceedings and evidence of the Committee in the past Session be referred to the said Committee and be made a part of the records thereof.

MONDAY, May 29, 1967.

Ordered,—That the Members of the House of Commons on the Special Joint Committee of the Senate and House of Commons to examine and report upon the White Paper on Immigration tabled in the House of Commons on October 14, 1966, and the Reports on immigration matters made to the Government of Canada by Mr. Joseph Sedgwick, Q.C., in 1964 and 1966 be Messrs: Aiken, Badanai, Baldwin, Bell (*Carleton*), Blouin, Brewin, Chatwood, Crossman, Dinsdale, Enns, Haidasz, Klein, Laprise, Leblanc (*Laurier*), Macaluso, Munro, Nasserden, Orlikow, Prud'homme, Régimbal, Roxburgh, Ryan, Skoreyko and Watson (*Châteauguay-Huntingdon-Laprairie*).

LÉON-J. RAYMOND,

The Clerk of the House of Commons.

TUESDAY, February 13, 1968.

Ordered,—That the House of Commons section of the Special Joint Committee of the Senate and House of Commons on Immigration be granted leave to sit while the House is sitting.

Attest:

ALISTAIR FRASER,

The Clerk of the House of Commons.

REPORT TO THE HOUSE OF COMMONS

TUESDAY, February 13, 1968.

The Special Joint Committee of the Senate and House of Commons on Immigration has the honour to present its

FIRST REPORT

Your Committee recommends that the House of Commons section be granted leave to sit while the House is sitting.

Respectfully submitted,

MILTON L. KLEIN,
Joint Chairman.

(Concurred in on Tuesday, February 13, 1968.)



MINUTES OF PROCEEDINGS

TUESDAY, February 13, 1968.

(1)

The Special Joint Committee of the Senate and House of Commons on Immigration met at 10:15 o'clock a.m. this day, for the purpose of organization.

Members present:

Representing the Senate: Honourable Senators: Croll, Langlois (2).

Representing the House of Commons: Messrs. Bell (*Carleton*), Brewin, Chatwood, Enns, Haidasz, Klein, Laprise, Leblanc (*Laurier*), Munro, Nasserden, Prud'homme, Régimbal, Roxburgh (13).

The Clerk of the Committee presided over the election of the Joint Chairmen representing both the Senate and the House of Commons.

On motion of Honourable Senator Croll, seconded by Mr. Chatwood, it was

Resolved unanimously: That Honourable Senator Langlois be elected Joint Chairman of the Senate's section of this Committee.

On motion of Mr. Haidasz, seconded by Mr. Prud'homme, it was

Resolved unanimously: That Mr. Klein be elected Joint Chairman of the House of Commons' section of this Committee.

Then the Clerk of the Committee invited the Joint Chairmen-elect to come to the head table and Honourable Senator Langlois took the Chair.

On motion of Mr. Prud'homme, seconded by Mr. Leblanc (*Laurier*), it was

Resolved unanimously: That the House of Commons' section of this Committee seek permission to sit while the House is sitting.

On motion of Honourable Senator Croll, seconded by Mr. Chatwood, it was

Resolved unanimously: That the Subcommittee on Agenda and Procedure be comprised of the Joint Chairmen and eight other members appointed by the Joint Chairmen, after the usual consultations with the whips of the different parties.

The Chairman invited the Clerk to read the Order of Reference.

The Committee agreed unanimously to the following decisions:

1. Some officials of the Department of Manpower and Immigration will be invited to appear before the Committee on Tuesday, February 20, 1968.
2. It is to the Subcommittee to decide if the Committee should consider the briefs received during the last recess of the House.

3. The Committee also authorized the Subcommittee to specify the number of copies of the Committee's Minutes of Proceedings and Evidence to be printed after inquiring from the distribution office if the number printed last session was sufficient or excessive.

At 10:40 o'clock a.m. the Committee adjourned until 11:00 o'clock a.m. on Tuesday, February 20, 1968.

TUESDAY, February 20, 1968.

(2)

The Special Joint Committee of the Senate and House of Commons on Immigration met at 11:10 o'clock a.m. this day. The Joint Chairman of the House of Commons' section, Mr. Klein, presided.

Members present:

Representing the Senate: Honourable Senators Blois, Cameron, Desruisseaux, Fournier (*Madawaska-Restigouche*), Langlois, Pearson, Willis (7).

Representing the House of Commons: Messrs. Badanai, Brewin, Enns, Haidasz, Klein, Leblanc (*Laurier*), Nasserden, Orlikow, Prud'homme, Roxburgh, Skoreyko, Watson (*Châteauguay-Huntingdon-Laprairie*) (12).

In attendance: From the Department of Manpower and Immigration: Messrs. Tom Kent, Deputy Minister (Immigration); R. B. Curry, Assistant Deputy Minister (Immigration); E. P. Beasley, Director of Home Branch; Benoit Godbout, Director of Foreign Branch.

The Joint Chairman invited Mr. Kent to make an opening statement before being questioned thereon, assisted by his colleagues.

The witnesses' examination being completed, the Joint Chairman thanked them and they retired.

At 12:35 o'clock p.m. the Committee adjourned to the call of the Chair.

THURSDAY, February 29, 1968.

(3)

The Special Joint Committee of the Senate and House of Commons on Immigration met at 11:20 o'clock this day. The Joint Chairman of the House of Commons' section, Mr. Klein, presided.

Members present:

Representing the Senate: Honourable Senators Blois, Langlois (2).

Representing the House of Commons: Messrs. Badanai, Bell (*Carleton*), Brewin, Chatwood, Dinsdale, Enns, Haidasz, Klein, Laprise, Leblanc (*Laurier*), Munro, Nasserden, Orlikow, Roxburgh, Skoreyko (15).

In attendance: From the Immigration Appeal Board: Miss Janet Scott, Chairman, Messrs. J. C. A. Campbell, Vice-Chairman, J. P. Jeoffroy, Vice-Chairman and D. M. Sloan, Registrar.

The Joint Chairman asked the Committee for a motion to specify the quantity of the Committee's Minutes of Proceedings and Evidence to be printed.

On motion of Mr. Skoreyko, seconded by Mr. Bell (*Carleton*),

Resolved unanimously,—That the Committee print 850 copies in English and 350 copies in French of its Minutes of Proceedings and Evidence.

Miss Scott was then invited by the Chair to make an opening statement before being questioned thereon assisted by her colleagues. Miss Scott filed with the Clerk of the Committee a document intituled "Appeals to the Immigration Appeal Board by Sponsors whose Application has been refused", and in French "Appels à la Commission d'Appel de l'Immigration par des répondants dont la demande a été refusée".

The Committee having completed its examination of the witnesses, the Joint Chairman thanked them and they retired.

At 1:00 o'clock p.m., the Committee adjourned to the call of the Chair.

Maxime Guitard,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, February 20, 1968

• 1108

The Joint Chairman (Mr. Klein): Gentlemen, at the last meeting of the Committee it was decided to call the officials of the Department before the Committee so they might report the progress made since the meeting previous to the last one.

I now have the pleasure of calling upon the Deputy Minister, Mr. Kent, who will give us a short report. Mr. Kent?

Mr. Tom Kent (Deputy Minister, Department of Manpower and Immigration): Thank you, Mr. Chairman. Members of the Committee will recall the Minister's description of the fundamental changes he proposed in the selection methods for immigrants. I think it is fair to say that the spirit of those proposals was generally welcomed. Since that time, of course, the Department has been engaged in the complex task of translating the spirit into effective procedures and, we hope, enlightened practices. I believe the report which I can give to the Committee at this stage is one of substantial progress. When I say that I do not want to be taken to imply that we have done the job. There is a long way to go before all that we are striving for is accomplished.

While I have no wish to try to blow the Department's trumpet, I cannot help but be conscious of the fact that immigration officials have sometimes been represented as very rigid, unsympathetic people. Therefore I cannot take this opportunity of appearing before you without paying tribute to the devotion, the understanding and the effort which the officials of the Department have put into making this new policy effective. Nothing could have been further from the conventional idea of a bureaucracy which is so tied up in its own red tape that it cannot make changes. On the contrary, there has been a highly zealous, creative and effective response to the challenge of some new ideas. Thanks to that, which has been a most heart-warming experience for everyone concerned, I believe I am only expressing the deserved

respect to my associates when I say that we have made substantial progress.

• 1110

The Minister expressed to you the belief that the proposed new policies and procedures would enable us to operate with both greater efficiency and greater compassion than has been possible in the past. Our ability to fulfil the second objective depends on the qualities of the officials at all levels who have to deal with the complex human and personal problems involved in many of the difficult individual cases with which Members of Parliament are particularly familiar. I think there has been a marked improvement in the compassion and humanity with which a more flexible immigration system takes individual circumstances into account. For that I hope our officers at all levels will be given the credit which I believe they deserve. I hope I may also be allowed to add, Mr. Chairman, that if we have made any progress it is certainly due in large part to the influence of this Committee, which did so much to bring out both the problems and the ideas that stimulated and encouraged the development of our new procedures. Perhaps I could briefly review what we have done.

Our first task was to express the principles that the Minister outlined to the Committee in the details of the new regulations. On that basis we had to develop new procedures and new forms to be used in applying the new selection system, and we had to introduce our staff at home and overseas to the new ideas and the different method of working. All of this was quite a major administrative undertaking. I must say there were days when I had doubts whether we could hit our target of getting the new regulations smoothly into operation by October 1 of last year. However, we did succeed in that respect.

The essence of the new regulations is that for the first time they spell out systematically and publicly the criteria by which we attempt to judge whether an applicant is likely to establish himself successfully in Canada. This, of course, is the essential first

step in making the selection system a fair and balanced one so that it operates efficiently, humanely and consistently. These criteria provide a more balanced assessment of the individual than those that were used in a more arbitrary way in the past, and they are applicable without distinction as to the applicant's country, race, colour, or creed.

The regulations provide for the sponsorship of dependent relatives as a matter of right. Dependents are admissible without regard to their own qualifications or the financial circumstances of the sponsor. They come because they are wanted, and they can normally expect their relatives to keep them.

The regulations also widen the classes of non-dependent relatives who can be nominated, and they eliminate the discrimination on geographical grounds that used to exist. At the same time, the admission of a non-dependent relative who will be entering the Canadian labour force is made partially sensitive to economic conditions in Canada. Compared with the unsponsored or independent applicant, the nominated relative enjoys a substantial preference. That is fair because he is promised assistance from his nominator. However, as he is not going to be dependent on his relative he must, at least in part, meet the standards for probable success in establishing himself in Canada. Whether he can do so will depend largely on the availability of jobs in the occupation for which he is qualified. This means in practice that the majority of nominated relatives will be accepted, but in the case of those not too strongly qualified for employment in Canada, their admission will as far as possible be timed to coincide with periods when employment is buoyant.

The regulations also introduce a new concept of when people may apply to be immigrants. In the past they were supposed to be outside the country, and theoretically at least they could not be considered as immigrants if they first came as visitors. Under the new regulations we make allowances for people who first come as visitors and then want to stay. They can be assessed on the same basis as if they had applied abroad. However, the regulations do not permit this provision to reach the point where it gives an advantage to people who can afford the risk of paying their fares and come as visitors. That would be unfair to the others. Therefore we require that a visitor's application can only be considered if it is made before his temporary

status expires and provided he has not prejudged his acceptability as an immigrant by taking employment while ostensibly here as a visitor. Also, in the assessment he is not given any credit for arranged employment because that would place the normal applicant abroad at a disadvantage.

Finally, in listing the main features of the regulations, I should mention that for the first time they spell out the conditions under which students may enter and remain in Canada.

• 1115

To make this new policy completely meaningful, we have to arrange as far as possible that these people have a comparable opportunity to be examined as immigrants whatever their present country. There are practical limitations to this, depending on the governments of other countries, and on how far we can go in providing the necessary resources. However, as the Minister announced, our aim is to move as far as we can in a reasonable and practicable way.

Concretely, we have in the present fiscal year stationed offices for the first time in Belgrade, Yugoslavia; Beirut, Lebanon; Kingston, Jamaica, Port of Spain, Trinidad, Rawalpindi, Pakistan and Sydney, Australia. Area offices have been established to process applications from countries where permanent facilities are not available. For example, Beirut will be responsible for processing immigrants from the Middle East and Africa, Kingston will cover Central America and Port of Spain will cover South America. Early next month the first travelling team will visit parts of Africa and a team from Port of Spain will travel to South America.

A central processing office for immigrants in the United States is being established in Ottawa. A central processing office is also being established in Geneva to process applications from Iron Curtain countries. Some difficulties are being encountered but negotiations are proceeding to permit travelling teams to go to these countries and progressive extension of out activities is anticipated. Some bottlenecks have developed, particularly in Hong Kong and India, where the number of applications has increased substantially. We are endeavouring to cope with the situation by providing additional staff. During this fiscal year 36 additional officers have been trained and posted abroad, and we are planning for a further increase in the coming year.

It is, of course, too soon to judge the permanent impact of the new regulations but members of the Committee may be interested in some statistics for the last quarter of 1967, the first quarter in which the new regulations were applicable.

From October 1, the average monthly number of sponsored and nominated applications received in Canada was approximately 7,000, as compared with the monthly average for the previous nine months of 4,900. This was an increase of 43 per cent. The number of applications approved from October 1 was approximately 6,000 a month, compared with 4,000 a month during the first nine months of 1967. In other words an increase of 50 per cent. This means that refusals were at a somewhat lower proportion than previously.

As it was expected, applications for relatives from Asian and Eastern European countries showed the highest percentage increase. There was a bottled-up demand because of the previous differences in sponsorship provisions and therefore some of the increase will probably prove to be temporary. It is equally difficult at this time to judge the impact of the regulations on independent applications at posts abroad, but the monthly average of new applications received during the last three months of 1967 was just over 39,000, a slight increase of about 2 per cent when compared with the first nine months of the year. Approvals constituted 44 per cent of the applications dealt with, compared to 39 per cent previously.

Before referring to the future I should mention the other important legislative changes of which the Committee is aware. The Immigration Appeal Board Act, which established a completely independent party with full jurisdiction to consider all appeals against deportation, was proclaimed last November and is now fully operational. I understand that as of February 7, 113 appeals against deportation orders have been received. There have as yet been no appeals involving refusal to approve an application for a sponsored dependent. The Board has actually heard 42 cases. It has reserved its decision in 7 cases, directed the execution of the deportation order in 21 cases and suspended or quashed the order in 14 cases.

Legislation designed to establish more effective consultative machinery, the Canada Manpower and Immigration Council Act, was passed on December 21 last. It provides for

the establishment of a Canada Manpower and Immigration Council and Advisory Boards, including one on the adjustment of immigrants. It will be the function of the Council to advise the Minister on all matters related to the effective use and development of manpower resources in Canada, including immigrants and their adjustment to Canadian life. A secretariat has been established within the department and consultations on memberships of the councils and boards are under way with many of the appropriate organizations that are interested in manpower and immigration. We hope to subsequently establish regional and local committees to give us the benefit of community opinions on our work.

• 1120

The final legislative change which I might mention is the amendment to the Immigration Act regarding the Assisted Passage loan fund and the new Assisted Passage Loan Regulations. The White Paper proposed that loans be made available on a universal basis to reflect the non-discriminatory selection system. It was obviously not possible to implement this proposal if the statutory limitation on the revolving fund remained unchanged. Parliament agreed last May to increase the fund from \$12 million to \$20 million. Our objective is a gradual implementation of the principle of universality as our examination facilities are extended to additional countries. As a first step in this direction, assisted passage loans have been made available to immigrants from the West Indies. However, we cannot use this money well and fairly unless we can assure a high rate of repayment. For this reason we are now charging interest at the rate of 6 per cent. The major legislative action still pending, of course, is the new Immigration Act. Work on the drafting instructions for that is well advanced.

Before concluding, perhaps I should comment briefly on the 1967 immigration program and our plans for 1968. In 1967, 209,840 immigrants came to Canada compared with 194,000 in 1966; in other words, there was an expansion of about 8 per cent. In addition, landed immigrant status was granted to 13,000 persons already in Canada. Britain and Italy remain the major source countries followed by the United States, Germany, Greece and Portugal, but immigration from France has almost doubled in the past two years and for the first time last year exceeded 10,000.

Over 50 per cent of the immigrants were destined to Ontario, 20 per cent to Quebec and 12 per cent to British Columbia. It might be noted, however, that the number of immigrants destined to Manitoba increased by 81 per cent, to Alberta by 49 per cent and to Quebec by 17 per cent. The percentage increase for Ontario was 9 per cent. Thus there was a somewhat more even distribution of immigrants.

In 1968, of course, the full force of the new regulations will be felt. An increase in applications can be expected from many parts of the world and in any given economic circumstance the new selection methods can be expected to produce somewhat more immigrants, especially relatives, than the former system did. However, the needs of the Canadian economy and especially its ability to absorb workers, will be reflected more automatically and precisely.

The extent to which the 1968 movement is greater or less than the 1967 movement will, therefore, depend primarily on employment conditions. I emphasize that I am not referring to what is called a tap-on tap-off policy. I mean that a basically expansionist policy involves modestly upward and downward waves according to economic circumstances.

We do believe that with the new regulations and procedures we have made considerable progress in putting immigration on a basis that can operate soundly and steadily in the interest of Canadian development. But if that belief is correct, Mr. Chairman, then as I said earlier it is a success to which your Committee has made a large contribution.

The Joint Chairman (Mr. Klein): Thank you, Mr. Kent. Mr. Badanai?

Mr. Badanai: Mr. Chairman having in mind critics of the immigration policies of this and previous governments, I wish to express my personal gratification for the substantial progress which the new policy has made possible, resulting in the admission of a much larger number of immigrants during the past year. I want to congratulate the Minister, the Deputy Minister, his Assistant Deputy Minister, Mr. Curry, Mr. Beasley and Mr. Godbout, for their energy certainly has produced results that are gratifying to the people of Canada. I think we have a more realistic immigration policy now than we have ever had.

• 1125

The improvement of our personnel overseas, incidentally, has been responsible for the admission of a better class immigrant than we have received in the past. I think Mr. Godbout should be credited for the excellence of staff overseas, notably in Britain, France and Italy, some of whom I had the privilege of meeting last year.

I visited some of the offices, not in an official capacity but entirely unofficially and I was impressed by the calibre of the men that are now handling our immigration policies overseas and I want to express my deep appreciation and offer congratulations to the officers and members of the staff of the Immigration Department.

The Joint Chairman (Mr. Klein): Mr. Brewin?

Mr. Brewin: Mr. Chairman, I will just have to be forgiven for not being quite so eulogistic about the Department, although I would not like it to be thought that I do not appreciate the very excellent changes that have, in fact, been made.

However, I would like to ask one or two questions that arise out of the administration of the present regulations. One question is, if a nominated or an independent applicant is assessed by an immigration officer and his advisers or he himself want to know the basis of that assessment and the points awarded under this assessment, is this information available and have the immigration officers, who make these rulings instructions to make this information available?

Mr. Kent: Mr. Beasley, would you like to answer that? I can see that you have the relevant instruction ready.

Mr. E. P. Beasley (Director of Home Branch): The answer in the case of the independent immigrant is that he is not given the details of the assessment units. He simply is informed that all the factors relative to his selection have been taken into account and on the basis of these factors the examining officer has reached the conclusion that he would not establish himself successfully in Canada. The unit assessment points on each factor are not given to the independent applicant.

Mr. Brewin: I would like to ask, why not? I suggest that it is quite impossible for either the applicant or his advisers to see whether

he is close to the line, whether some factor may have been overlooked and to give proper advice. You have a system of special inquiry and appeal boards set up to deal with these matters so why should there be any concealment whatever about the results of the assessment?

Mr. Kent: I wonder whether Mr. Beasley should refer to the situation for nominated applicants before he answers that?

Mr. Beasley: In the case of a nominated immigrant, he also is informed that after assessment of his education and training, his personal qualities, his age and occupational skills and the demand for his occupation in Canada, notwithstanding the assistance available from the nominator, he is not likely to establish himself successfully in Canada. Again he is not provided with the unit assessment details, nor is he given the details of the assessment points on each factor taken into account.

Mr. Brewin: Do you want to say something, Mr. Kent?

Mr. Kent: Might I, Mr. Chairman, to clarify this? At the same time, if the short-fall is of a narrow extent, the nominated applicant is, of course, told that it would not be advisable for him to come forward at this time but that his application will be kept on hand and if the demand for his occupation improves within the next two years he will be informed automatically of this and his application reconsidered.

• 1130

All this refers to a process taking place abroad. It has nothing to do with the special enquiry procedure and so on. In the case of the independent applicant, while we do not give a precise score, if he is only just short of qualifying then, of course, the officer indicates to him that circumstances could change and if he remains interested certainly he should consider renewing his application in a year or two.

Mr. Roxburgh: I have a supplementary. For example, let us suppose it is education that makes the difference. That is it. He has everything else. Why would you not tell him, so the man could then have an opportunity to further his education? Why would you not tell him?

Mr. Kent: Yes, most certainly. The only thing we do not do is give a precise score, because I suppose on the principle that many people concerned with educational methods,

for example, are in favour of broad bands of grades rather than precise marks, it creates a slightly artificial atmosphere.

Mr. Brewin: Is it public policy that a person whose admission to this country is based on a point system—a specific number of points for various things—should not be given if he asks for it—I appreciate that the may not want to ask for it—his exact score so he can judge not only whether there is something in which he could improve, but possibly whether through some oversight a mistake might have been made? Perhaps he misunderstood something when he produced the information. What public policy reason is there to conceal from the applicant and his advisers precisely how he made out? I am not talking about the broad educational aspects, I am talking about fairness to the individual.

Mr. Kent: I do not think there is any fundamental public policy reason and certainly, so far as the applicant in Canada is concerned, we have not attempted in any case which became very much a matter of dispute to conceal the precise score. Of course, if it becomes a matter of inquiry, then it is revealed. That is the stage where it certainly is made public.

However, the applicant abroad has never been dealt with on the basis that he has a right to come to Canada. He applies, he is assessed, and if he passes the assessment, fine; if he does not, then he does not come to Canada. The system we have described is the system as it applies to the applicant abroad. The applicant in Canada, of course, is in a different situation because even if he is refused he nonetheless has the right to not leave Canada. In such a case inquiry proceedings are instituted and eventually an appeal will follow, and if the matter becomes controversial the assessment is made known to him.

Mr. Brewin: May I ask one or two other questions?

The Joint Chairman (Mr. Klein): Before we leave this subject and as a follow-up to Mr. Brewin's question, may I ask how a person is able to determine, if he is not given the results, whether he should go to appeal or not?

Mr. Kent: He is given the results.

The Joint Chairman (Mr. Klein): No, I mean a breakdown of the results.

Mr. Kent: The people we were talking about when we described the general system were the applicants abroad.

The Joint Chairman (Mr. Klein): Oh, I see.

Mr. Kent: If we hold an inquiry, in Canada so that the issue of appeal arises, then of course he is given the detailed assessment.

The Joint Chairman (Mr. Klein): Only if he goes to appeal?

Mr. Kent: No, no, if there is an inquiry.

The Joint Chairman (Mr. Klein): At the end of the inquiry he would get the results?

Mr. Kent: That is part of the inquiry proceedings.

The Joint Chairman (Mr. Klein): And he can be told what the results are at the end of the inquiry?

Mr. Kent: He learns them at the inquiry, if I remember the procedure rightly.

Mr. E. P. Beasley (Director of Home Branch, Department of Manpower and Immigration): Yes, at the inquiry.

• 1135

Mr. Brewin: May I go back to that point for a moment? Let us suppose he has just been advised that he has not met the assessment and he is to leave by a certain date. I think this is the normal procedure. Then he has to make up his mind whether he will face an inquiry or not. He may get the advice of a lawyer, a Member of Parliament or some person knowledgeable in the field, but all he has is this general statement. Why at that stage, if he asks, should he not be given the information so that he can assess whether he ought to go through this procedure? If he goes through with an inquiry and it is ordered that he be deported as a result, he may be very seriously prejudiced. Once he is ordered to be deported he has another serious strike against him.

Mr. Kent: In the case of the applicant in Canada—I think the applicant abroad is in a different situation—to whom these legal rights ultimately apply, I think we recognize that this is a fair argument.

Mr. Brewin: I wish you would instruct your officers accordingly, because I have had

letters in which they have not given me the information. I am not saying this is the case when I apply at headquarters.

Mr. Kent: There certainly are letters in which the information is given.

Mr. Beasley: But normally the initial advice does not give the reason.

Mr. Kent: Not the initial advice.

Mr. Brewin: I appreciate that, but I am talking about the second stage when a lawyer, or someone writes and says, "Mr. So-and-So has asked me to represent him. He was turned down. Will you give me the details?" I have had "yes" answers and "no" answers from some of your Toronto officers, and so on. I suggest that if this is your policy, you should inform your officials so they will carry out this policy.

Mr. Kent: We will look into this.

Mr. Brewin: I will ask one more question and then I will stop, although there are a number of questions I would like to ask.

Are there any instructions given to officers about the means by which they assess the 15 points? Are points given for personality, initiative and all these other things? I know it is "within their judgment", and I take it this is unappealable. There are 15 points and it may make a lot of difference to the individual. I would like to know if any instructions have been given to the officers as to how they are to make this personality assessment. I may say that in some cases I have found the results to be surprising, and for this reason I would like to get some light on it.

Mr. Kent: I guess in all circumstances the results will vary a good deal according to individual judgment. That is what is deliberately provided for in that element in the regulations. Initially and quite deliberately we gave only a very general sort of guidance to officers. We just pointed out the main factors—initiative, and so on—on which they were asked to make a judgment in assessing personal qualities and to do no more than that. We wanted to see how the system would work. However, we found that the concentration within the middle range was very strong—which was understandable—and stronger than perhaps would suggest that the importance of this was really being fully used in the absence of any guidelines.

Therefore at the moment we are considering—not any instructions or procedures because the whole essence of this assessment is that it is the man-to-man judgment—the virtue of trying to describe in a little more detail than we attempted before the sort of guidelines that seem sensible purely as a guide to the officers, not in the spirit of an instruction.

Mr. Brewin: Would it be possible, if this Committee is still in existence, to have these guidelines made available to us?

Mr. Kent: At the moment they are in sort of draft stages. They go to and fro between us. We are trying to get them suitably worded, but as soon as we have them in final form there is no reason why they could not be made available, sir.

Mr. Benoît Godbout (Director of Foreign Branch, Department of Manpower and Immigration): Our officers abroad have recognized the problem you raised and have asked for help in that direction.

Mr. Kent: This is why we are responding to it.

• 1140

Mr. Brewin: I raised the question because I happen to be familiar with a case in which a gentleman was given a score of seven from the officer. After speaking to him almost everyone else gave him—not in marks, but in general recommendations—a score of 15, and I wondered why the officer had given him only seven.

Mr. Kent: Frankly, this is a problem that we have considered. We have the feeling that, very understandably when first operating a new system, there is a little too much tendency to give the safe little mark, so to speak. In some cases it does look surprisingly low and in others surprisingly high. As Mr. Godbout said, in response to the request from many of our offices we are trying to lay down rather more detailed guidelines; but I would emphasize again, that they are not instructions.

Mr. Brewin: Mr. Chairman, I have two other questions, but I will pass if I may return to them when others have had an opportunity to ask questions.

The Joint Chairman (Mr. Klein): I have on my list Senator Fournier and Senator Pearson.

27010—2

Senator Fournier (Madawaska-Restigouche): Mr. Chairman, I have one or two short questions. We were given earlier the number of immigrants to Ontario, Quebec and Manitoba. Do you have the number who went to the Maritime Provinces?

Mr. Kent: It is relatively very small. I do not have the figures. Perhaps Mr. Curry or Mr. Beasley has them. Mr. Beasley has the complete figures. I should explain that they may be slightly misleading in that they are the figures of the total number of persons technically landed; that is to say, they include people who, in fact, were in the country before July 1966, but only in 1967 were given immigrant status. Therefore, it adds up, not in actual arrivals, to 209,000, but to that must be added the 13,000 granted immigrant status. The figures are Newfoundland, 984; Prince Edward Island, 147; Nova Scotia, 2,400; New Brunswick, 1,300; Quebec, 45,700; Ontario, 116,800; Manitoba, 9,300; Saskatchewan, 3,700; Alberta, 15,000; British Columbia, 27,200; Yukon and the Northwest Territories, 164.

Senator Fournier (Madawaska-Restigouche): Thank you. You also mentioned earlier the number of immigrants we get from the United States. Have you the number of people who have left Canada...

Mr. Kent: We do not yet have a precise figure for that for this year. The United States will know the number who left Canada and entered the United States as immigrants. We do not keep a record or a control, on those.

I do not know what information we have for last year. Mr. Curry says that 35,000 is a pretty accurate estimate for the number last year.

Senator Fournier (Madawaska-Restigouche): Of Canadians who left Canada for the United States last year?

Mr. Kent: Yes.

Senator Fournier (Madawaska-Restigouche): And in return we got 8,000?

Mr. Kent: No; 19,000.

Senator Fournier (Madawaska-Restigouche): Nineteen thousand.

Mr. Kent: That is a better balance than there has been in many previous years.

Senator Fournier (Madawaska-Restigouche): Thank you, Mr. Chairman. That answers my questions.

The Joint Chairman (Mr. Klein): Senator Pearson?

Senator Pearson: Mr. Chairman, I had two questions. One of them which has been asked by Senator Fournier, was about the numbers that went to the different provinces. I am particularly interested in Manitoba with an 81 per cent increase. I just wanted to know what the exact figure was.

Mr. Kent: Nine thousand three hundred; and that was a very large increase compared with the number the previous year.

Senator Pearson: Have you any idea why there were so many more than the previous year?

• 1145

Mr. Kent: Yes; I think the main reason was a very considerable joint effort by the government of Manitoba and ourselves. During last year the government of Manitoba was very anxious to encourage immigration, even in advance of the new regulations which, of course, will help to produce better distribution when they become fully effective. In fact, one of the factors taken into account is the relative demand for workers in the areas to which they are going. Even in advance of that we made some special arrangements with the Manitoba government to help in the recruitment of workers for the garment industry, which was especially needful of them. They mounted a considerable recruiting campaign and sent people abroad looking for immigrants, using, of course the facilities of our offices as bases.

It was simply the result of an effort that had not really been made in the past by any province except Ontario, which has made it over many years. Manitoba began to make it quite intensively last year.

Mr. Roxburgh: Was there any special effort on mining?

Mr. Kent: There is, indeed, under the new regulations...

Mr. Roxburgh: I know that the government of Manitoba's brief to us contained many references to mining and the mining situation. You have just mentioned the garment industry...

Mr. Kent: Yes; I think there they have left it to the companies concerned to make the special effort.

Mr. Roxburgh: Did they have any luck?

Mr. Kent: I am not sure that we have figures for actual recruitment. A number of companies have, in the course of the last few months, sent recruiters to Germany and the United Kingdom. I think those were the two main countries.

Mr. Curry informs me that some arrangements are just now being made in Italy, so the companies are making this effort, which is comparable, of course, to the sort of effort that many big corporations in other industries have made in the past. This had not been practicable for the mining industry under the previous regulations, but now is, and some of the companies are taking advantage of it.

Senator Desruisseaux: I have a supplementary question: Will the arrangements being made by companies be on the contract, three-year basis, or is it for permanent immigration?

Mr. Kent: Permanent immigration.

Senator Desruisseaux: Thank you.

The Joint Chairman (Mr. Klein): Senator Pearson?

Senator Pearson: My other question is this: You said that 36 new officers were trained and sent abroad. To which particular countries did you send them? Did you concentrate on any particular area?

Mr. Kent: Needless to say, I do not want to try to define exactly where the new officers, went, because they are new and junior and tended to be sent to established offices. Our more experienced officers have gone to the new places.

The main utilization of the 36 new officers has, of course, been in the six newly opened offices that I mentioned: in Rawalpindi, Pakistan; Beirut; the two in the West Indies, in Port of Spain and in Kingston; Sydney, Australia; and Belgrade. The new officers went there, and the experienced officers were transferred and...

Senator Pearson: They went to the new offices?

Mr. Kent: Yes. We also increased the staffs in Hong Kong and New Delhi, because these were the two places where the most serious backlogs existed. We hope to make further increases in the coming year.

Mr. Badanai: How many immigrants did we get from Australia in 1967?

Mr. Kent: About 5,000.

Mr. Badanai: Five thousand; and Australia is making a great effort to attract immigrants.

The Joint Chairman (Mr. Klein): I have on my list Senator Desruisseaux, Mr. Haidasz, Senator Cameron and Mr. Skoreyko. Senator Desruisseaux?

Senator Desruisseaux: My questions have been partly answered.

You made reference to Hong Kong. I was there last summer. I was astonished by the number of applicants that remained unprocessed; and the number that had been accepted was extremely limited. Does a similar situation prevail now?

• 1150

Mr. Kent: There is no question at all that Hong Kong is the problem place. Mr. Godbout may have some of the details at his fingertips, but in essence the situation is that there had been a very substantial backlog in Hong Kong for a long time. We began 18 months or so ago to try very hard to get it down and we were beginning to make some progress until the troubles in Hong Kong last spring and, of course, that produced a really impossible volume of applications, to the point that the staff really could not get on with dealing with the cases they had waiting. Every day the office was so besieged with people who had to be dealt with, applications taken and so on, that more and more applications were being taken but there was less and less time to do anything about them. Frankly, the situation was that bad last spring and summer.

We tried to get more staff available as quickly as possible. We got new accommodation or expanded the accommodation and we are hopeful that with the present size staff we will certainly begin to reduce the problem.

Mr. Godbout, you may remember exactly what the change was and how many people are there now as compared with a year ago.

Mr. Godbout: We had on establishment last year seven officers while the present strength is six officers and we have provision for eight officers next year. But we are adding. We have three on the establishment at this moment because we have borrowed staff from other offices. We have what we call four Canadian support staff officers who perform clerical duties; they do no counselling but they help the counsellors. We had on the establishment 17 locally engaged staff members and this year we will have 25. As a matter of fact, the 25 are already there because we have borrowed from other posts.

Mr. Kent: Perhaps I should say that those "this year" figures were in themselves a considerable increase over the previous year.

Mr. Godbout: I do not have the 1966 figures here.

Senator Desruisseaux: Do you have, percentage-wise, the number of applications that were processed?

Mr. Godbout: No. I could make the calculations but...

Senator Desruisseaux: Would you say it would be less than 1 per cent?

Mr. Kent: No, no, less than that. There was one period when the number of people coming to the office was so great that really the staff could do very little except to receive applications. But that was just the bad moment. It would certainly be much over the average.

Senator Fournier (Madawaska-Restigouche): All these are housed in the same building?

Mr. Kent: The new accommodation is an expansion in the same building.

Senator Pearson: There is no thought of increasing that to two buildings, two posts, in Hong Kong, instead of one?

Mr. Kent: We think there is plenty of room now.

Senator Pearson: It is not a question of room but rather a question of getting your people to the office.

Mr. Kent: We had not thought of that. Perhaps we do not dare to think of it because of the trouble we would have in obtaining the extra money to pay for two offices. The travelling distances are not very great.

Senator Pearson: They are not very great but still the people do not have very good access to transportation, either.

Mr. R. B. Curry (Assistant Deputy Minister, Department of Manpower and Immigration): Mr. Chairman, you might be interested in knowing that the actual movements from the office in Hong Kong last year were of the order of 6,400, as compared with 4,000 the previous year, which is an increase of more than 50 per cent in spite of the handicaps that Mr. Kent indicated about the fresh flood of new applicants. So it did go up very substantially.

Mr. Godbout: Mr. Chairman, I think I have the statistics. In 1966 we had 10,600 cases and in 1967 16,000 but in 1966 we had received 15,000 applications so we thought we had adjusted.

• 1155

Mr. Kent: We caught up with the old rate of applications.

Mr. Godbout: But in 1967 we received 28,000, so we have to readjust constantly.

Senator Desruisseaux: How many of those were admitted?

Mr. Kent: 6,400.

Senator Desruisseaux: Admitted?

Mr. Kent: That was the number actually admitted this year. There was a slight phasing but...

Senator Desruisseaux: Yes, thank you.

Mr. Skoreyko: You said that there were seven officers, now six. To answer that question fully how many officers are there in Hong Kong now who have the authority to process completely an application?

Mr. Godbout: Six.

Mr. Skoreyko: Just six?

Mr. Godbout: Yes.

Mr. Kent: Which we hope to increase to eight.

Mr. Skoreyko: To eight.

Mr. Kent: Perhaps we should say, though, and make it clear that the speed at which one can work when faced with a very large volume of applications does depend very greatly on adequate support staff; on both a

certain number of Canadian support staff and also on adequate local staff. I think it would be fair to say, given the situation in this past year where the priority needed to be put on this increase of 36 in our Canadian officer staff, that in the coming year we hope to be able to increase substantially in a number of places, Hong Kong being the most important, the number of what we call locally engaged staff—secretarial-clerical staff—who, if we have adequate numbers and get the right ones, are really as important to speeding up the process as are the actual Canadian officers.

Mr. Skoreyko: But do you think the eight officers are adequate in that office in Hong Kong with the figure of 16,000 applications?

Mr. Kent: Yes, with the increase in support staff also which Mr. Godbout, mentioned, I think they will make a great deal of difference. They would not without the extra support staff too, but with that, yes.

Senator Desruisseaux: The situation in Hong Kong would be temporary. The pressure now being imposed on the department is temporary, in a way, because of the conditions there.

Mr. Kent: We hope so.

Mr. Haidasz: Mr. Chairman, I would like to ask the Deputy Minister what progress has been made in the plans which the Minister announced concerning the setting up of an immigration office in Warsaw, Poland, or in sending additional staff to help process the applications that are being received in Warsaw.

Mr. Kent: I would ask Mr. Curry to give the details of that. In general, as you will recall, the Minister's objective was to improve our ability to respond to applications, particularly, of course, from relatives from all the Iron Curtain Country areas, and we were successful in establishing one office behind the Iron Curtain for the first time, namely in Belgrade.

We have also set up a sort of special unit in Geneva to be a central point for applications from the Iron Curtain countries. We hope to make arrangements, and we think we are fairly well advanced in making arrangements, for a travelling team, so to speak, to go from that office to various Eastern European countries as applications for sponsored and nominated relatives are avail-

able, and process them on the spot by means of these visitors. We did hope to actually post permanent staff to Poland. We have not so far been able to arrange that but we do not despair. Mr. Curry might like to comment.

Mr. Curry: I think perhaps it would be of interest, particularly to Mr. Haidasz, that the negotiations that were carried out with the Polish Government were of a very delicate character. These negotiations were carried out by External Affairs naturally on our behalf with reference to immigration. We thought a year ago that those negotiations would be successful but we ran into a couple of difficulties. One difficulty was that from the point of view of immigration they required us to go outside the present chancery quarters, which are too small to admit even one more officer—they are just that tight—and the Polish Government showed a good deal of hesitation about our taking space outside the chancery, particularly if it was to be labelled in any way with a sort of immigration flavour and did not just include plain External Affairs staff. This resulted in a sort of an impasse a year ago and now that negotiations have been reopened I am afraid there is a slight tendency on the part of the Polish government to undertake some sort of a trade involving our representation in Warsaw, including immigration and their personnel who are permitted to be in Canada in one capacity or another.

• 1200

Mr. Haidasz: Negotiations have been resumed between the Department of External Affairs on your behalf and the Government of Poland?

Mr. Curry: They are being actively pursued right now.

Mr. Haidasz: Can you tell us, Mr. Curry, whether the special unit to be set up in Geneva will be allowed to travel to Warsaw, Poland?

Mr. Curry: This is also under negotiation.

Mr. Haidasz: I asked this question because the 1967 statistics on immigration to Canada show an increase from almost every country, and the increase is almost double from several countries in eastern and central Europe, but even though the new regulations came into effect on October, 1967, only 1,470 immigrants arrived in Canada from Poland, which

is 208 less than in 1966. What is the explanation for this?

Mr. Kent: Not on our side.

Mr. Haidasz: We receive all kinds of assurances that things will be better, and then it turns out to be worse.

Mr. Skoreyko: They probably do not have any confidence in our government.

Mr. Haidasz: Is it because of the procedures and difficulties which these applicants encounter? Is anything being done to make it difficult for them just because they come from an Iron Curtain country.

Mr. Kent: I think the answer to that, of course, is the fact that, in most Iron Curtain countries, as well as the rest of the world, the trend if anything is somewhat better. We have been attempting to make the procedures much easier than they were as far as Iron Curtain countries are concerned. The problems are the same as in other parts of the world. Our ability to do immigration business in any country depends on the attitude of the government of that country; this is inescapable.

Mr. Haidasz: I have received representations that there are many Polish visitors or refugees who have somehow reached Vienna, Austria, who are finding it very, very difficult to have their applications processed in Vienna. Apparently there are many refugees or visitors from countries like Yugoslavia who find it easier to have their applications processed in Vienna than the refugees or visitors who go to Austria from Poland.

Mr. Kent: There is no doubt at all that because of the attitudes of the governments concerned entry from Yugoslavia is very much easier than from some other Iron Curtain countries. As far as we are concerned there is no need for anybody to go from Yugoslavia to Vienna in order to have an application dealt with. We now have an office right in Belgrade. Presumably these are people who anticipate problems with their own government. That would seem to be the only explanation in that case.

• 1205

Mr. Haidasz: I hope the situation existing in Vienna can be further investigated. I received some serious complaints during the past weekend. There are many professional men such as doctors and engineers—and we need doctors in Canada—who would like to

get to Canada. They are now in Vienna and they have been unsuccessful in getting anything done by our immigration officers in Vienna.

Mr. Curry: I do not recall this having been brought to our attention, Dr. Haidasz.

Mr. Haidasz: I would like to take this opportunity to bring it to your attention because it has been brought to my attention.

Mr. Kent: We will enquire into that right away.

Mr. Haidasz: I have another question, sir. I would like to find out from Mr. Curry if visitors coming to Canada receive any oral instructions from the immigration officer at the port of entry or are any instructions given in the language of the visitor with respect to what they can and cannot do when they arrive in Canada? For example, especially whether they can go to school or take employment, and so on.

Mr. Curry: We have certainly taken the position that they are being adequately warned against taking employment in this country.

Mr. Haidasz: How? At what place and through what means?

Mr. Kent: Right on the form which they receive when they enter.

Mr. Curry: And we are making that information even more common.

Mr. Haidasz: Everyone receives a form? In what language?

Mr. Kent: English and French.

Mr. Godbout: In the overseas offices we have a sheet which gives all the instructions to visitors. This explains what they can and cannot do during the period they are being permitted to remain in Canada.

Mr. Kent: And that is in the language of the country concerned?

Mr. Godbout: I cannot say for sure.

Mr. Haidasz: Can we get a copy of the instructions they receive in the country they are leaving and the instructions they receive at the port of entry in Canada?

Mr. Kent: Certainly, we can give you those right away.

Mr. Haidasz: Thank you.

Mr. Brewin: I wonder when we see the form if it will reveal whether they are told anything about their right under the regulations to apply for permanent admission within a certain period?

Mr. Kent: The people concerned come in as visitors. If they had the idea they were coming in as immigrants, presumably they would have applied as such. We now make full provision for a person who comes as a visitor and then changes his mind and wants to stay. This did not exist before but we now make full provision for it. However, when they apply as visitors and when they arrive as visitors we give them the information they require as visitors.

Mr. Brewin: They are not told that at any time, if they should want to stay they have to make their application under the regulations during the period of their visit?

Mr. Kent: They are told that the period of their admission as visitors is for the period specified on the form, and they have no right to stay any longer unless they apply for an extension. If they apply for an extension as visitors, normally they get it, but they have to apply.

Mr. Godbout: In certain countries this would be regarded as the promotion of illegal activity.

The Joint Chairman (Mr. Klein): May I ask one question supplementary to Mr. Brewin's. I understand when a person enters Canada as a visitor he has a specified period within which he is permitted to stay. If he makes application for permanent residence before the expiry of this period his application will be processed.

Mr. Kent: Yes.

The Joint Chairman (Mr. Klein): If, on the other hand, he allows the period to elapse, his application will not be processed. What is the reason for that?

Mr. Kent: Because his original entry as a visitor was for a specified period. If he wishes to stay longer as a visitor he is perfectly free to apply for an extension, and it is normally given if he has any reason at all. However, if he begins by not bothering sufficiently to re-apply—whether it be for an extension as a visitor or for entry as an

immigrant—within the specified time then we feel he is—what shall we say?—not taking a very active and conscientious interest in becoming an immigrant or staying on as a visitor, as the case may be. If we were not to adhere to that sort of time limit, frankly we would be encouraging a repetition of the situation which proved so unfortunate in the past, when very many people came as visitors and simply stayed and stayed without making any application. If you do nothing about such a situation it really makes a farce of any immigration system.

• 1210

The Chairman: But I understand that where a person is granted a specified period and then goes to the immigration offices and gets an extension, he is not permitted to make an application for permanent status during that extended period.

Mr. Kent: Oh, yes. Oh, he would be so long as he maintains official status in Canada.

The Joint Chairman (Mr. Klein): He may apply for permanent status within the period that he still has permission?

Mr. Kent: So long as he has official status we accept the application. The only people whose applications we do not accept are those who have allowed themselves to get into illegal status.

Mr. Brewin: May I ask a further supplementary? This rule seems to me to be applied with undue rigidity. I can see the force of what you say if a person just stays here and does not apply. But let us suppose that through ignorance or by some person they have gone to not forwarding the application for one reason or other they are a week or so over; that otherwise they are fully qualified, desirable people but they have some reasonable excuse, having formed the bona fide intention to apply within the period. Even courts that are fairly rigid will not insist upon the application of rigid time limits and yet, so far as I can make out, the Immigration Department is saying "no, it is the law and our regulations", no matter how good the excuse. For instance, they might go to a member of Parliament and ask him about it but he forgets to put in the application.

Mr. Kent: I think I can assure you, sir, that if anybody comes with as good an excuse as that we will be flexible about the rule.

Mr. Brewin: Then they may re-open a case.

Mr. Prud'homme: May I say that I forgot once; I just forgot, but it was Christmas time and difficult.

Senator Cameron: My question was partly answered. I would like to know the number of immigrants from Hong Kong.

Mr. Kent: It was to 6,400, if I remember rightly.

Senator Cameron: What about Japan, Yugoslavia, the Caribbean area and France?

Mr. Kent: The number from Japan was 930, which was an increase from 500 in the previous year.

Senator Cameron: And Yugoslavia? You just started last October, is that correct?

Mr. Kent: Yes.

Mr. Curry: Yugoslavia, just over 2,000, an increase from just over 1,500.

Mr. Kent: Well, 2,100, virtually, from just 1,500.

Senator Cameron: What about the Caribbean? That would be Jamaica, the Bahamas and Trinidad, particularly Trinidad-Tobago.

Mr. Kent: Let us give the main countries. Jamaica 3,400 compared with 1,400; Trinidad-Tobago 2,300 compared with 1,100.

Senator Cameron: Was it 2,300?

Mr. Kent: Yes, compared with 1,100. Barbados 1,200, virtually, compared with 700 and other West Indies, as a whole, a total of 1,400 compared with 700.

Senator Cameron: What about France?

Mr. Curry: France has doubled, just over 10,000.

Mr. Kent: Yes, 10,000 compared with 7,800 and that 7,800 in turn was a big increase from the previous year: the figures have been very low.

Senator Cameron: And supplementary to that, what kind of people came from Hong Kong and Japan; what are their principal trade qualifications?

• 1215

Mr. Kent: From Hong Kong, of course, the largest proportion was relatives who came in primarily as such. From Japan there are

relatively few sponsored cases and the majority are what you would call technicians.

The Joint Chairman (Mr. Klein): Mr. Skoreyko?

Mr. Skoreyko: Thank you, Mr. Chairman. First of all, may I congratulate the Department on their endeavour to eliminate discrimination as we saw it in the past. I do not quite agree with you, gentlemen, that discrimination has been completely eliminated because I...

Mr. Kent: We recognize that it is going to take time.

Mr. Skoreyko: I was going to say that if it has, I have a file in my office I would be glad to take to your office this afternoon and have it processed as quickly as it can be. It involves a case of a married woman in Alberta who has tried for two years to get two brothers here from Hong Kong with no success. However, that is an aside.

I want to get back to Hong Kong, gentlemen. Last year 6,400 people from Hong Kong were admitted to Canada and you had 28,000 new applications. What is the total number of applications from people in Hong Kong that are awaiting approval?

Mr. Kent: I think Mr. Godbout can give that figure.

Mr. Godbout: There are 15,099.

Mr. Skoreyko: That is the total number of applications from people in Hong Kong?

Mr. Godbout: Yes, that is the number of cases being processed at the end of 1967.

Mr. Skoreyko: Do you mean by "processed" that if somebody filed an application yesterday it is considered to be in process?

Mr. Godbout: Yes.

Mr. Skoreyko: Will you give me that figure again?

Mr. Godbout: It is 15,000 at the end of the year.

Mr. Kent: I think it is important, if I may say so sir, to recognize—as I am sure you are well aware—that the identity problems in relation to Chinese immigration which caused so much trouble in the past inevitably make the processing problems in Hong Kong much more difficult than almost anywhere else.

I will put it like this: The productivity per officer, in terms of number of immigrants where we can establish that the terms of the Canadian law are being complied with, is inevitably lower. This is the problem.

Mr. Skoreyko: Going back to this case in Edmonton, surely if a woman can produce bona fide receipts for so many hundreds or thousands of dollars she has sent during the last four or five years for the support of her two brothers in Hong Kong that must mean something to the Department, or do you think she would be throwing her money away or giving it to a stranger?

Mr. Curry: There is a point here; I think you said at the beginning that this person had been making an effort on behalf of these brothers for some two years.

Mr. Skoreyko: Yes.

Mr. Curry: Actually, until late last fall she could not have sponsored brothers from China.

Mr. Skoreyko: Oh, no, I realize that; this is the discrimination aspect. I have tried since and, of course, the identification problem comes up.

Mr. Kent: The actual time that application has been in process, affecting brothers, at this moment is only four months because we could not have dealt with it before.

Mr. Skoreyko: So there is still hope.

Mr. Curry: It is not as bad as two years.

Mr. Skoreyko: I see; thank you very much. Gentlemen, there is another point I want clarified. You said you are opening an office in Geneva. You call it an international office, is that correct?

Mr. Kent: For some two years we have had a Regional Office for Europe located in Geneva. As a part of that Regional Office for Europe we are now establishing a central processing unit for countries behind the Iron Curtain where we do not have officers permanently stationed but where we hope to deal with applications either on paper, when that can be done, or by sending teams to those countries to interview the people on a visiting basis.

Mr. Skoreyko: How would your officers make contact with these people?

Mr. Kent: We have the names and addresses. We write beforehand and ask them to come to the Canadian Embassy in Hungary, in Budapest or wherever it may be, at a certain time on a certain day.

Mr. Skoreyko: This has been in use now for two years, has it? It is in operation?

Mr. Kent: No, the setting up of a central processing unit has been in process for only a month or two.

Mr. Godbout: It has been authorized for the next establishment.

Mr. Kent: That is right. All this was new territory, so to speak. We opened the office in Belgrade by sending a very experienced member of the department, whom many of you know because he used to be executive assistant in my office, Mr. Cunliffe. He went to Belgrade, started the office there, and is now in Geneva to begin the establishment of this central unit for the iron curtain problem.

Mr. Skoreyko: Does our government have a dialogue with the communist governments to facilitate the processing of these applications as such? In the past it was necessary to get certain documents processed through Mr. Spshedko at the Russian Embassy, and this sort of thing. Is that a thing of the past?

Mr. Kent: I think perhaps "an agreement to facilitate" would be an overstatement. I think we find that negotiations are beginning to produce a better understanding.

Mr. Curry: Their attitude towards sponsored persons coming out is relatively liberal—and I repeat, "relatively".

Mr. Skoreyko: I have just one or two more points. I do not want to take too much of the Committee's time. During the Committee hearings last year there was considerable discussion about the need for agricultural help in Canada. Was there any emphasis, through the Geneva office or through the Belgrade office, to recruit agricultural help for Canada? If this was or could be done, what about the educational requirement or the point requirement for the admission of such people?

Mr. Kent: On the general question, undoubtedly the effect of the new regulations will be that an agricultural worker will have a good chance of entering Canada or being accepted under the regulations, which

he did not have, of course, before, because the demand for the occupation will replace the previous emphasis on purely educational qualifications.

An hon. Member: Fourteen out of fifteen?

Mr. Kent: Yes, the mark is a very high as the need for agricultural workers is fully recognized in the system. However, I am afraid, as Mr. Curry indicated, that while we find we are getting a relatively relaxed attitude on the part of iron curtain countries toward our accepting relative-sponsored dependents as immigrants, and to some extent other relatives, we do not have relationships which enable us to try to recruit workers as such. They definitely would object very strongly to this, as indeed do other countries—not only the iron curtain countries.

• 1220

Mr. Skoreyko: Can an agricultural worker from any one of the iron curtain countries be sponsored?

Mr. Kent: Oh, yes.

Mr. Skoreyko: He can be sponsored?

Mr. Kent: Yes, if he comes within the sponsored classes.

Mr. Skoreyko: Only if he comes within the sponsored classes?

Mr. Kent: Yes.

Mr. Curry: An unrelated person can sponsor a desirable worker. I think that is what you were asking.

Mr. Skoreyko: I see.

Mr. Kent: Sponsorship refers purely to the relationship, not to the desire for a special worker.

Mr. Skoreyko: Then assuming that I sponsor someone from Russia as an agricultural worker, what assurances does the department require before they will allow this person to come to Canada? The reason I am posing this question is because it undoubtedly will happen that a sponsored immigrant will come to Canada, presumably to take on agricultural employment, and will end up working in a factory. What assurances do you want or do you want any at all?

Mr. Kent: We do not feel that it would be realistic for us to ask for guarantees. If a man is an agricultural worker and he comes

forward as that and is admissible as such, then he has that occupation to follow. If in practice he subsequently makes a free choice of another occupation, we would not feel we should attempt to control such a situation.

Mr. Skoreyko: One last point, gentlemen, and this deals with public relations. The other day—as a matter of fact, just shortly after Christmas—a reputable and very busy Chinese businessman who holds an interest in a number of fairly large companies in the city of Edmonton, and who also holds title to some farmland outside the city, made application with the Department in Edmonton to sponsor a cousin for admission to Canada to take over his farm.

Mr. Curry: He cannot, sir. . .

Mr. Skoreyko: That is fine. I realize that he cannot.

Mr. Curry: . . . because of technical circumstances.

Mr. Skoreyko: My point has to do with public relations. A letter was written to this man asking him to come to the office. He was not told that the application could not be considered; he was told to come to the office. In his letter to me he pointed out that—as a busy man—he had to wait three quarters of an hour for somebody to come out of the back office to tell him that his application could not be considered. I need not tell you that he raised particular hell. This was a lack of public relations on the part of the Department and I think something could be done in that area to improve the Department's image.

• 1225

Mr. Kent: We apologize for the waste of his time in itself, quite apart from the public relations as such.

Mr. Skoreyko: He said that when he walked into the office he felt as if he had broken some kind of a law because of the way he had been treated. I assured him I would bring it to your attention.

Mr. Kent: Thank you.

The Joint Chairman (Mr. Klein): May I just ask one question? Does the officer who processes an application have the right to assess the bona fide character of the immigrant with respect to whether he really wants to be an immigrant or not?

Mr. Kent: The strength of his motivation, so to speak, is one of the factors that he includes in the personal assessment.

The Joint Chairman (Mr. Klein): I am not asking this question to embarrass the Department, but it concerns the disturbing number of American draft-dodgers who are in Canada. It is said that there are 10,000 draft-dodgers here. When you have the figure of 19,000 persons coming into the country as against 35,000 leaving the country, would that include some persons who might be American draft-dodgers?

Mr. Kent: It would certainly include some Americans of draft age who decided to come to Canada. We do not feel that we normally can judge how large a part—the fact that there is a draft in the United States and there is not one in Canada—this played in their motivation. Most of these people, of course, qualify quite readily under the assessment system, so that any judgment the officer might form about the strength of his motivations normally would not affect the issue anyway and they would not be taken into account. In a marginal case, of course, he is entitled to take it into account, but it is purely on that basis. There is nothing in the Canadian immigration law which makes a man's status in relation to a draft a consideration that in itself we can take into account at all. We may form judgments about motivations and personal characteristics, but that is its only relevance. We have no legal authority that would enable us to treat A and B differently simply because A is potentially liable to the draft and B is not.

The Joint Chairman (Mr. Klein): But you might say that many of the Greek shipjumpers are also in the same category. We are sending back the Greeks and we are not sending back the Americans.

Mr. Kent: Oh no. It is a different situation. Under the laws of all countries the seaman is breaking both his contract with his employer and his country and also the specific provisions of our law when he leaves his ship.

The Joint Chairman (Mr. Klein): May I ask whether any representations were made by the American government to the Canadian government, or to your Department, with respect to American draft-dodgers?

Mr. Kent: None whatever.

• 1230

Mr. Prud'homme: May I express the wish that they will not. May I also express another wish that we do not change our laws in case there might be draft-dodgers. I do not like to see our people judging the intention of people who come here to establish and, I strongly emphasize that point.

The Joint Chairman (Mr. Klein): Thank you very much. We will now adjourn to the call of the Chair.

Thursday, February 29, 1968

• 1119

The Joint Chairman (Mr. Klein): Ladies and gentlemen, I see a quorum.

May I have a mover and seconder for the suggestion that there be printed 850 copies in English and 350 copies in French of the Minutes of Proceedings and Evidence of this Committee.

Mr. Skoreyko: I so move.

Mr. Bell (Carleton): I second the motion.
Motion agreed to.

The Joint Chairman (Mr. Klein): We are very privileged to have with us this morning the Chairman, both Vice-Chairmen and the Registrar of the Immigration Appeal Board. I am sure we will wish to question these witnesses.

It is my pleasure to present to you the Chairman of the Immigration Appeal Board, Miss Janet Scott.

Do you have an opening statement, Miss Scott?

Miss J. Scott (Chairman, Immigration Appeal Board): As you like. Or I can describe what we do.

• 1120

The Joint Chairman (Mr. Klein): Yes. That might be the better way.

Miss Scott: It may be of interest to the members.

The Joint Chairman (Mr. Klein): If the Committee is in agreement, Miss Scott will describe how the Immigration Appeal Board operates. Miss Scott.

Miss Scott: As you know, the Immigration Appeal Board was set up by the Immigration

Appeal Board Act which was proclaimed on the 13th of November, 1967.

Under the terms of the Act the Immigration Appeal Board is a superior court of record and it has been so set-up. We keep records and as far as we can we run it as a superior court. I thought the members of this Committee would be interested to hear what is involved in an appeal. We hear appeals from Deportation Orders and, to a certain limited degree at the moment, on sponsorship cases which have been refused. In the case of deportation appeals, which so far have been all our work, the record comes in from the Special Inquiry officer. So far as I know we have had no sponsorship appeals as yet, but the procedure would be the same. In a deportation appeal the record of the special inquiry comes in from the Special Inquiry Officer with the Notice of Appeal signed by the appellant. The record consists of the typescript of the inquiry before the Special Inquiry Officer, and this is served on the appellant. We then wait ten days for a reply from the Department of Manpower and Immigration. This is sent to the appellant. The date of the hearing is then set and any other documentation that comes in is recorded. Then there is a hearing. The quorum of the board, which is 3, almost invariably reserves its decision. We discuss it at a later appropriate time, make our decision and advise the appellant and the Department.

In every case we give Reasons for Judgment. These are provided on request, to both parties. I have with me our entry books which give a good idea of what is involved in an appeal. I notice one that was fairly complex both legally and from the point of view of our discussion. In the entry book there are some 22 entries. This covers everything that came in on the file, including correspondence, the date of the hearing and the final disposition of the appeal.

This is done in every case, and these books are permanent records. We will keep these for ever. It may be appropriate perhaps at this time to find out if anyone wishes to ask me anything.

An hon. Member: Yes, Mr. Chairman.

The Joint Chairman (Mr. Klein): I have Mr. Brewin first.

Mr. Brewin: Miss Scott, you said that the Reasons for Judgment of the Board are made available to the parties. Personally I think

this is excellent procedure and an improvement on the practice of the former board. Is there any form of publication of these reasons to other interested parties? I presume the Board is building up a sort of jurisprudence, laying down how it is to act. One of the great virtues of having a court of record is that those who perhaps come in anew and who have not had any cases before, benefit most from being able to read how the Board has handled other cases, because they do not, perhaps, repeat arguments that the Board has disposed of, and are able to take advantage of matters that the Board has dealt with to say, "This is exactly the same as the case the Board dealt with a little while ago". In other words, although there is no official report, as there is in the Law Reports...

• 1125

Miss Scott: We propose to do this, Mr. Brewin.

Mr. Brewin: You do?

Miss Scott: Yes. I already have a list of about eight reportable cases. These will be legal precedent and will form the first part of a series of printed reports which will be made available to anyone who is interested. Of course, we will report only the legal cases because these are the ones which form precedents.

Mr. Brewin: It is quite reasonable for you to say, Miss Scott, that it is the legal cases that are formally reported, but there is a discretionary power in the Board to deal with matters on compassionate and humanitarian grounds. These would not form precedents, because each case must necessarily be dealt with on its own merits, but it would still be very helpful to those making submissions before the Board to know the sort of case in which the Board felt it should exercise this discretion.

In other words, we do not want to freeze the discretion into an absolute legal rule, but it would still be a judicial discretion. It seems to me that those cases, too, should be reported, or made available.

Miss Scott: We have considered this, but we take the position that each case stands on its own merits, and that it is really impossible to say that, because we exercised our discretion in a prior case, we would necessarily exercise it again. The details could be

different. For example, it could turn on the assessment of the credibility of a person.

Mr. Brewin: That might be a help.

Miss Scott: The position we are taking at the moment is that the humanitarian decisions will not, generally speaking, be made available in our series of reports.

Mr. Munro: May I ask a question supplementary to Mr. Brewin's?

Miss Scott, relative to what Mr. Brewin was saying, if the odd decision based on humanitarian and compassionate considerations were recorded I cannot help but feel that it would be helpful if for no other purpose than as advice to prospective appellants and their legal counsel on what were the attitudes of the present personnel of the Board in terms of the limits they were prepared to set on humanitarian and compassionate considerations. That is very indefinite now, in the minds of many people. If they had some indication of how far the Board was prepared to go they could determine first, whether to appeal and, second, if they did appeal, whether or not it would be worth their while to go to the expense of having legal counsel. It could be very helpful.

Have you thought of perhaps reporting some of these decisions once in a while or at least of giving a rough guide to lawyers who do appear before the Board? There are many in the country who have established sort of immigration practice as some type of specialty, and there are also in the country various ethnic communities and others who would be very interested.

Miss Scott: I do not really think it would be helpful. However, I would suggest that it would always be worthwhile to appeal, because the Immigration Appeal Board is the court of last resort except when there is a legal question which, of course, can be appealed to the Supreme Court. Each case, as I have already stated, stands on its own merits. In the case you are thinking of, for example, there may be a detail which was not present in the prior case and which may make all the difference.

• 1130

Mr. Bell (Carleton): May I just say on this point I would hope myself that the Board would not try to freeze the exercise of their discretion into any legal or judicial principles because I venture to suggest that the moment

they do so they will get away from what Parliament intended and will have a rigidity which is precisely what Parliament did not want. To set the limits of discretion would be to depart entirely from the very broad principles that certainly I had in mind when this legislation was passed. I hope that the Board would treat every case on its own as the Chairman has indicated and would in so doing encourage appeals on compassionate and humanitarian grounds and not try to set any limits.

Miss Scott: I entirely agree.

Mr. Brewin: Mr. Chairman, if I may comment on what Mr. Bell has said, I do not think either Mr. Munro or myself are in any way suggesting to the contrary. What I am suggesting, and still would suggest to the Board is that there may well be discretionary cases which, without tying their hands in any way, would illustrate the sort of problems that come up and the attitude they have in mind in dealing with these matters.

The Joint Chairman (Mr. Klein): But, Mr. Brewin, as I understand it, the Board has full and absolute discretion. I think Mr. Bell's point is well taken, if you are asking the Chair, because the Board has full discretion, and full discretion means absolute discretion as I understand it. Having absolute discretion they could simply ignore the law.

Mr. Brewin: I do not understand that to be so at all.

The Joint Chairman (Mr. Klein): Yes.

Mr. Brewin: They can ignore; they are given power under the statute to consider compassionate grounds, cases of hardship, humanitarian considerations and naturally they will consider those. The breadth of their considerations and the way they are applied is infinite. But their discretion is a judicial discretion to be exercised judicially, and once it is to be exercised judicially, I can see no reason why it should not be explained.

Mr. Bell (Carleton): That is where we disagree. I do not agree.

Miss Scott: I agree with Mr. Brewin, and all the members of the Board—I think I can speak for all of us—feel that way. The discretion, which is a very wide discretion, must be exercised judicially.

The Joint Chairman (Mr. Klein): Judiciously.

Miss Scott: No, judicially. Now, that does not mean that we set up a rigid precedent, in any sense of the word, but we must base our discretionary decisions on rational grounds.

An hon. Member: Oh, yes, that is true.

Miss Scott: In other words, it is not an administrative discretion, it is a judicial discretion.

Mr. Brewin: It is like the old courts of equity. Their jurisdiction used to be as long as the chancellor's foot but it eventually froze into a more rigid system. I do not think anybody wants that to happen here, to have this freeze into a rigid system. Still, the greater the light thrown on the methods of thinking of the Board by their publishing information about their operations, the easier it will be for people who come before them to understand their thinking; to adjust themselves to it and to explain why their case is quite different from another case, for example which the Board saw fit to turn down. I do not think the Board should be required to do anything like this but I throw the suggestion forth that there might well be discretionary and humanitarian cases when for the public interest there should be some knowledge of how the discretion is exercised.

Miss Scott: Mr. Campbell, have you any comments you would like to make on that?

• 1135

Mr. J. C. A. Campbell (Vice-Chairman, Immigration Appeal Board): Well I think it is a very persuasive argument but it would mean in effect that every case the Board had to hear would have to be reported. And I think having discussed this we decided we would be better off just to report the judicial decisions, the legal decisions, and not to report compassionate decisions at all.

Mr. Roxburgh: As a supplementary question, do you not think, in the present case of the South African boy that if he does not meet the standards, the people at large . . .

The Joint Chairman (Mr. Klein): I have to rule that question out of order, if it is sub judice; I do not know whether it is.

Mr. Campbell: It is and I am afraid I would have to refuse to answer.

The Joint Chairman (Mr. Klein): It is sub judice. In other words we cannot discuss a case that is under judicial consideration. Are you through Mr. Brewin?

Mr. Bell (Carleton): We got into a somewhat larger field here.

The Joint Chairman (Mr. Klein): Yes. I think we would be wasting a lot of time if we pursued this. The Board is new and I think for the moment it has to play a lot of these things by ear. I think we could lose a lot of time on this.

Mr. Bell (Carleton): You and I agree that it should be played by ear. If it were played by straight judicial principles, I venture to suggest that the Board would frustrate the will of Parliament. The will of Parliament, in my view, is complete independence of action on compassionate and humanitarian grounds. I personally have exercised precisely the discretion which was intended to be placed in this Board and if I had to say that these were the judicial principles upon which I exercised it I am sure there are a lot of people in this country today who would never have been admitted.

The Joint Chairman (Mr. Klein): If I remember correctly, it might have been Mr. Kent, someone from the Department stated very definitely that the discretion is absolute, not judicial but absolute.

The Joint Chairman (Mr. Klein): Pardon? You do not agree. I will find it.

Mr. Munro: I am not disagreeing with you.

Mr. Bell (Carleton): Miss Scott has said that their discretion is going to be on judicial principles and I want to take exception to.

Mr. Brewin: Surely Parliament has appointed a judicial board for that very reason. We passed the Act because, as much as we admire Mr. Bell and his predecessors and successors, Parliament thought there should be somebody with the powers and the method of approach of a judicial tribunal. That is precisely why we did that. I do not think this is limiting in any way and I do not think Mr. Munro intended his remarks to imply limiting powers.

Mr. Munro: No, I did not.

Mr. Brewin: But there is a difference in the way the powers are exercised.

Mr. Orlikow: Can they not be both judicial and judicious?

Mr. Brewin: Oh, indeed.

An hon. Member: And national?

Miss Scott: I hope so.

The Joint Chairman (Mr. Klein): Mr. Brewin are you through? I have Mr. Munro, Dr. Haidasz, Mr. Badanai and Mr. Bell on my list. Mr. Munro?

Mr. Munro: Just to clarify my thinking on this matter, speaking quite frankly, I can think of certain cases where, in my capacity as a lawyer, I would be inclined to say to a client "I do not think it is realistic for you to spend this type of money involving a retainer and so on. It would be quite expensive—if the lawyers come from long distances and so on—to pursue this further". I would like to be able at least to indicate, as a basis for that conclusion, what the feeling of the Board was. I do not mean limiting in any sense—I regret I used that term—but rather what the general thinking of the Board was in the exercise of this infinite power of discretion. Who knows there may be different personnel on the Board two or three years from now who may react in a different way. However, it is of assistance to have at least some rough guide to the way the present Board reaches its conclusions. We all know that people in a judicial capacity take different views on the same set of facts. This is true I think in the Supreme Court and the Court of Appeal. This is a judicial board as Mr. Brewin has pointed out. Some of these rational grounds on which you base your conclusion, some of these compassionate and humanitarian grounds, would be enlightening to people who are interested in the work of this Board. I do not mean that these reported decisions should be limiting in any way on the future power of the Board. In fact, I do not see how they could be because, as Miss Scott said, the Board can be composed of three people.

• 1140

Eventually, I understand, there will be nine on the Board, any three of which could constitute a Board for the hearing of a matter. I think in some circumstances even one can do so; I am not sure of that. They will be different personnel and they may react differently to even the same set of facts, let alone a different set of facts, so I do not see how this type of reporting could be limiting but it would be enlightening. That was the thing I was trying to aim for, whether in reporting these legal decisions, if I may use that term, you might also interpret once in a while even a reported decision on the basis of compassionate humanitarian considerations.

The Joint Chairman (Mr. Klein): May I just point out to you that this Committee could, in its report to Parliament, make certain recommendations and within those recommendations might well be the recommendation you are suggesting.

Mr. Munro: Well, that could be but, in fact, even if somebody did interpret a decision based on humanitarian and compassionate considerations as one that was limiting, anyone can argue on a different set of facts—and all facts are different—that it is not binding in any way so that I do not see how this could really be termed a device that would in any way limit the infinite power of this Board, but I do feel it would be helpful.

Having said that, actually by way of clarification, Mr. Chairman, there are two things that I wanted clarified and probably I should know from having studied the Act previously. As I understand it, there is no ministerial discretion left in deportation cases. Is that correct?

Miss Scott: That is correct. Once the Appeal Board has seized of the case.

Mr. Munro: Once the special inquiry has commenced and an order of deportation made from which a person may appeal, there is no room left, then, for ministerial discretion.

Miss Scott: On an order of deportation the appellant must appeal within 24 hours unless an extension of time is given for cause, so I would say that in almost all these cases there would be no time. In other words, the Appeal Board would be seized of it.

Mr. Munro: When is the Appeal Board seized of a case?

Miss Scott: As soon as we receive the Notice of Appeal.

Mr. Munro: As soon as you receive the Notice of Appeal?

Miss Scott: Actually, as soon as it is mailed because by our rules the service of documents is provided for by registered mail and service occurs when the mail is posted.

Mr. Munro: Just to get this clarified in my mind, from your knowledge of the present Act is there anything to prevent ministerial discretion being exercised after the inquiry where a deportation order is issued but before appeal?

Miss Scott: Not to my knowledge. There is nothing to prevent an approach to the Minister.

Mr. Munro: Yes, and there is nothing to prevent the Minister from exercising discretion at that time.

Miss Scott: By law, so far as I know, no.

Mr. Munro: You are saying, in effect, that after this special inquiry is held and, as is usual after a special inquiry, a deportation order is issued, the Minister can still exercise discretion, but the minute the person against whom the deportation order has been issued appeals, at that point the Minister can no longer exercise discretion.

Miss Scott: As I understand it, yes.

Mr. Munro: There is only a 24-hour hiatus there.

• 1145

Miss Scott: Yes, there is provision for a five-day period where the Chairman permits, and we have had one that was even longer. But I have taken the position—and I think we are all agreed—that we would never let an appeal bog down because of a technicality, so within reason we would accept a late Notice of Appeal.

The Joint Chairman (Mr. Klein): Before we leave that point, if an individual is ordered deported at an inquiry, does he not register his appeal orally to the inquiry officer?

Miss Scott: Invariably the inquiry officer, and you read this in the record of the inquiry, will explain to the person that he has the right of appeal and then produces the form of the Notice of Appeal which is one of our official forms. He assists the person to fill it out and quite often fills it out for him, has it translated if necessary and the man signs it. It is then sent to us with the transcript of the inquiry.

The Joint Chairman (Mr. Klein): That is usually the procedure, is it not?

Miss Scott: I would say this is the procedure 90 per cent of the time, or even more.

Mr. Munro: As I understand it, just because somebody wanted a little more time to think about whether they should appeal or not and exceeded the 24-hour limit for filing an appeal you would not bar them from filing their appeal on such a technicality.

Miss Scott: No; we would never bar a person on a technicality unless it was so late as to be ridiculous. We provided for this in our rules. They read as follows:

Service of a Notice of Appeal should be effected within 24 hours of service of the deportation order or within such longer period not exceeding five days as the chairman in his discretion may allow.

Now, as I say, we did have one that was about eight days but there was sensible reason for this so we accepted it.

Mr. Munro: Is there any element of ministerial discretion or Order in Council or so on that can take place even on very limited grounds following your disposal of a case? In other words, after the hearing of the appeal, let us assume that the appeal is dismissed. Is there any even limited ground on which the appellant can take the case to the Minister or in some way endeavour to obtain an Order in Council for relief? I have a vague notion that when this Act went through Parliament—and again I say I wish I would refresh my memory—that there was some limited ground on which this can take place, but I am not sure.

Miss Scott: No; the only time this might occur would be if the person had left the country and wanted to come back. There still is the provision in the immigration Act “with the consent of the Minister” but there is no ministerial discretion by law. . .

Mr. Munro: Minister's permit, yes.

Miss Scott: . . .once we have dealt with it.

Mr. Brewin: May I ask, is that subject to section 29 of the Act which enables a special inquiry officer to re-open and reverse or amend any decision previously rendered?

Miss Scott: I beg your pardon?

Mr. Brewin: I suggest, Miss Scott, that perhaps your answer is subject to section 29 of the Act which enables a special inquiry officer to start all over again.

Miss Scott: Section 29 of our Act, Mr. Brewin, the Immigration Appeal Board Act?

Mr. Brewin: No, it is section 28 of your Act, but it brings in a new version of section 29 of the old Immigration Act and gives a special inquiry officer a chance to hear further evidence and re-open the case. Presuma-

bly this part could be exercised even after your Board had dismissed an appeal.

Miss Scott: I do not see how.

Mr. Brewin: On the ground of hearing or receiving any additional evidence.

Miss Scott: Additional evidence would be new evidence and I should think the appropriate forum for the receipt of such new evidence would be the Appeal Board. In other words, a motion could be made to us stating that there was new evidence not available at the hearing of the appeal which, in effect, would be a motion for a new trial and we would consider it on that basis.

Mr. Brewin: Perhaps you will have to try it out some day.

Mr. Munro: To clarify this one last point then, do you mean that if the appellant left the country prior to the hearing of the appeal, through a Minister's permit he could be given a consent form to come back into the country?

• 1150

Miss Scott: That did happen in one case, where the man lived just across the border. I cannot say whether it was a formal document, but so that the man could attend the hearing of his appeal, arrangements were made to permit him to come across the border, which he did.

Mr. Munro: Let us say that in this particular case the appeal was dismissed and that deportation actually took place; he could then make application to come back to the country either in the normal way, or the Minister could arrange for a ministerial permit.

Miss Scott: There is no Minister's permit left. The only thing left is ministerial consent, under section 38 of the Immigration Act.

Mr. Munro: Yes. That is all, than you, Mr. Chairman.

Mr. Haidasz: Mr. Badanai would like to ask a question because he has to leave. I will follow him.

Mr. Badanai: Mr. Chairman, I would like to ask how long this Appeal Board has been functioning.

Miss Scott: The Immigration Appeal Board Act was proclaimed on November 13 because of the period of time required for the service of documents and reply to the ten days'

notice of hearing. The first notice of appeal was received on November 23 and the first appeal was heard on December 11.

Mr. Badanai: How many appeals have you heard so far?

Miss Scott: Mr. Sloan, perhaps you could assist us on that.

Mr. D. M. Sloan (Registrar, Immigration Appeal Board): There have been 88 appeals heard to date.

Mr. Badanai: I see. How many of the 88 appeals were rejected?

Mr. Sloan: There were 45 where deportation was ordered.

Mr. Badanai: I would like to ask, Miss Scott, in the event of reasonable doubt, in whose favour is the decision made? Is it in favour of the appellant or of the Department which ordered the deportation? That is, in the case of reasonable doubt?

Miss Scott: You are now directing your mind to the discretionary powers of the Board, and not the legal aspects of the situation.

Mr. Badanai: How do you handle this situation?

Miss Scott: First of all, speaking now of deportation appeals, we have to dispose of the appeal on legal grounds. This is the way the Act is worded. We therefore study and hear argument, if it is presented to us, on the legality of the order and this is sometimes very difficult law.

Mr. Badanai: That is where the result creeps in, and that is precisely what I would like to know.

Miss Scott: You see, because under the old system, the old Immigration Act, it was very difficult to go to court, and the courts would often reject certiorari or habeas corpus applications because it is a highly specialized form of law. There is very little reported law on the Immigration Act considering that it has been in substantially the same form since about 1906. We therefore are in the position of creating law, creating precedents in any case, and to date we have taken great pains with the appeals which were squarely on legal problems, and resolved them on the basis of existing analogous law, if there is any, on the study of the wording of the

Immigration Act and of our own Act, and made a legal decision. And once we clear that out of the way, if we allow the appeal on law, that is the end of it. If we dismiss the appeal on law, we then swing into our discretionary powers under section 15, and this involves a consideration of the facts as presented to us. I would say that in exercising our discretionary powers, if there is a reasonable doubt which can be resolved in favour of the appellant, it is resolved in favour of the appellant.

Mr. Badanai: In favour of the appellant and not of the Department?

Miss Scott: The Department is just a party to the case, just like the appellant.

The Joint Chairman (Mr. Klein): I want to ask a supplementary question if you do not mind.

My question is this. In 44 or 45 cases you have maintained the appeal?

Miss Scott: Yes.

The Joint Chairman (Mr. Klein): You have allowed the appeal?

Miss Scott: Well, I cannot say that.

The Joint Chairman (Mr. Klein): Approximately?

Miss Scott: No, I would say that in most of these cases we probably dismissed the appeal, either quashed or stayed.

The Joint Chairman (Mr. Klein): You said you had about 88 appeals and that about 50 were rejected, as I understood it.

Miss Scott: That is to say they were ordered deported as soon as possible. But in the other cases, I would say from memory that we probably dismissed the appeal on law but used our discretionary powers to either stay or quash the order.

The Joint Chairman (Mr. Klein): I would like to ask you this, though. I am trying to get to the point of where, in your judgment, we could get the inquiry officer to have sufficient guidelines so that you would not be bothered with so many appeals. In other words, in the allowance of some of those appeals, would you say that the inquiry officer, had he been perhaps more diligent, or had he had the guidelines that you are now giving him, would have been able to maintain the case without having to...

• 1155

Miss Scott: Not under the law as it stands, Mr. Klein. The inquiry officer has very little discretion.

The Joint Chairman (Mr. Klein): Would you have any suggestions as to how we can word the Act in such a manner that the inquiry officer would be able to deal with it more efficiently so that you would not have the profusion of appeals that I foresee, as one of your statements could invite a lot of appeals and if this gets into the press you are going to have more appeals than you can handle.

Miss Scott: I think that you will find, and this is my own personal opinion at the moment, and our experience to date shows that when you are exercising discretionary power you are very much better to have more than one person. That is one of the reasons that in all cases we retain three members, a quorum, to discuss and exchange views, and to assess the people, especially when we see them; we like to see the people whenever we can. I think you would find that to give the special inquiry officer discretionary powers would be very difficult.

The Joint Chairman (Mr. Klein): No, I am not speaking of discretionary powers. Are there any cases in which you have maintained the appeal where you have felt that the inquiry officer could have admitted that person without forcing the appeal?

Miss Scott: Legal cases on occasion, yes. Discretionary cases...

The Joint Chairman (Mr. Klein): No, not discretion; I understand he has no discretion.

Miss Scott: He has no discretion.

The Joint Chairman (Mr. Klein): No, but I am speaking of purely legal grounds. Have there been cases where the inquiry officer might have admitted the applicant so as to avoid that he appeal in the first place?

Miss Scott: Very occasionally where there was a legal problem, I would say.

The Joint Chairman (Mr. Klein): It is not a large number of cases.

Miss Scott: No.

The Joint Chairman (Mr. Klein): Would you say that as a result of your judgment they may be better equipped now, or does the Act have to be...

Miss Scott: I am sure that some of our judgments will assist him.

The Joint Chairman (Mr. Klein): And the Act still has to be changed, in your opinion?

Miss Scott: Yes. Not perhaps in that direction but in other directions.

Mr. Munro: My supplementary question is very much along those lines, Mr. Chairman. In the situation which you have described where an appeal was not dismissed, it was either allowed or quashed in roughly 50 per cent of the cases. Is that correct?

Miss Scott: In 50 per cent of the cases we stayed or quashed the order, and there are some where we allowed the appeal, but the result was that the person remained in the country.

Mr. Munro: And of those 50 per cent, where you either stayed the order or quashed it or allowed the appeal, in almost all of them you did so by the exercise of your discretionary powers.

Miss Scott: Do we have figures on that, Mr. Sloan?

Mr. Sloan: I think perhaps the figures given may have been slightly misleading because there are certain decisions in the 88 case load, which have not yet been formed. So that there were 45 cases where deportation was ordered, there were 20 cases where deportation was stayed, with one case where landing was ordered and one case where the deportation order was quashed. This leaves a balance of 21 cases the decisions on which will be made known very shortly.

• 1200

Mr. Munro: We are talking mainly about those 20 cases where the decisions rendered were other than those where deportation was ordered. Would it be fair to say of almost all of those 20 that deportation was stayed on the basis of the exercise by the Board of their discretionary powers?

Miss Scott: That would be the case in all of them. We can only exercise our discretionary power after the appeal is dismissed. This is the way the Act is worded. If we allow the appeal, we allow it in law. You see, it is a peculiar split situation. We have no discretionary power unless the deportation order is legally valid and we must dismiss the appeal before we can use our discretionary powers.

Mr. Haidasz: Mr. Chairman, may I pursue this question a little further? My first question, I think, follows closely upon Mr. Munro's and deals with the decision of the Appeal Board. Is the decision taken only by the three members of the Board who are hearing the case or are the other four consulted?

Miss Scott: The actual decision is taken by the three members who hear the case. At the moment while we are building up our legal precedence, in important cases we often discuss the principle of the law involved and, of course, we discuss our cases casually in conversation and so on, but the actual decision is made by the people who hear the appeal. These quorums are shifted. We rotate. The Chairman or a Vice-Chairman must always sit, but we shift members and sometimes one or another of us will sit as a member.

Mr. Haidasz: My second question, Mr. Chairman, arises from my experience since this Appeal Board legislation has been in effect. In view of the representations or problems brought to me, I feel that section 15 (b)(iii) of the Act should be amended to add a third ground which would enable the Board also to hear cases which are presented to them based on personal merit. For example, there might not be any political hardship or other unusual hardships involved; there might not be any compassionate or humanitarian grounds, but there could be personal merit. The man could be a scientist or he could have done some great act in his life and saved millions of people or he could be a space scientist or a medical scientist—personal merit. Does the Board think that the law as it now stands could use such an amendment? I intend to introduce such an amendment to the Board.

Miss Scott: I think you would have to bear in mind the difficulty of proving this. The Board, while not rigid, likes to have the best evidence that it can get and sometimes this is a problem under the Act as it stands, particularly when there is no legal counsel. Sometimes it is difficult to get evidence out of the appellant that is acceptable evidence because you cannot impose the burden on a layman—often a poor stranger in the country—to produce evidence according to the best evidence rule. On the other hand, we have to have something more to go on than a letter written by anybody. We do not even know

who they are sometimes. We have drafted up a blank form affidavit which is distributed to the special inquiry officers to give to these people so they can swear to the truth of anything they wish to submit to us in writing.

• 1205

Mr. Haidasz: In other words, you think the wording of section 15 of the Act is sufficient as far as the public and national interest is concerned? I still feel there might be cases where there are no compassionate grounds, humanitarian grounds, political, persecution or other hardships, but because of personal merit or in cases of national interest as an extraordinary scientist a man should be entered into Canada.

Miss Scott: Are you not thinking of admissions rather than deportations? The Board has no jurisdiction whatever over admissions.

Mr. Haidasz: I am talking about a scientist or a man of that kind who entered Canada as a visitor and who was told...

Mr. Enns: He has to establish credits.

Mr. Haidasz: He came just as a visitor but is told, "You cannot remain. You are just a visitor. You have to go back. You have not had an examination. You do not have a passport or a valid entry visa to Canada. Go back and re-apply."

The Joint Chairman (Mr. Klein): Dr. Haidasz, as I understand it, this would not be something for the Board to deal with, this would be something for inclusion in the law that would entitle the inquiry officer to grant admission. I do not see that this would have anything to do with the Immigration Appeal Board.

Miss Scott: It does indirectly, of course, if the man were deported. But at the moment, Dr. Haidasz, he can apply from Canada to be a landed immigrant. This provision was included in new regulations to the Immigration Act.

Mr. Brewin: Can I ask a supplementary question?

Mr. Haidasz: But he might be refused because he escaped from a communist country and possibly it could be shown that he had to belong to a committee of a communist party or something like that. Therefore the inquiry officer would immediately say, "You are deported".

The Joint Chairman (Mr. Klein): Then the case comes before the Appeal Board.

Miss Scott: We would have the case then.

Mr. Haidasz: But there would be no political grounds, unusual hardship or compassionate grounds. There might be some cases of personal merit.

Miss Scott: Is that not humanitarian? Could that not come under humanitarian grounds? It is a very wide term.

Mr. Haidasz: Let us say he is a scientist like Dr. Selye. Do you think you could publish that case under your discretionary powers?

Miss Scott: We are all agreed this is a very wide discretion and I think an assessment of the person's merits would enter into the evidence that would be presented to us and it often does.

Mr. Haidasz: My next question, Mr. Chairman, if I may ask it is...

The Joint Chairman (Mr. Klein): I am sorry, Mr. Brewin has a supplementary question.

Mr. Brewin: It is supplementary in relation to what is now being asked. Are you going into a new subject?

The Joint Chairman (Mr. Klein): Are you going into a new subject?

Mr. Haidasz: Yes.

Mr. Brewin: Apropos of what Dr. Haidasz has suggested, the present regulations rather than the Act, give the immigration or visa officer a discretion to admit people even though they do not meet the norm—they do not have their 50 per cent or their 30 per cent; they do not have enough units. The officers are given the power to set aside these standards and let people in if they think they are likely to be able to establish themselves successfully in Canada. But I take it that being a matter dealing with the opinion of the special inquiry officer, the immigration or visa officer that the Immigration Appeal Board has no authority under that section to say, "We do not think you exercised your discretion rightfully." Would it not be a good thing if that power could be reviewed by the Immigration Appeal Board? I suggest to Miss Scott that this is a discretion which is well bound within certain limits and I feel as Dr. Haidasz apparently does that there may be

the exceptional case where this elaborate business of 10 points for so and so, 15 for personality, and so on, might possibly be set aside and the Immigration Appeal Board should have something to say about it.

• 1210

Miss Scott: If that person did not meet their points and was deported on various grounds, the case would come before an Immigration Appeal Board. If we could bring it in under one of the appropriate subsections of section 15, we could exercise our discretion. I think there is a considerable amount of confusion in the Immigration Act itself between the principles of admission and the principles of deportation. Admission and exclusion is one thing; deportation is another, but the Act at the moment is all mixed up.

The Joint Chairman (Mr. Klein): Can we clarify it?

Miss Scott: I think it could be clarified possibly by re-drafting two parts of the Act. The American Act is directed more to that kind of thing.

Mr. Haidasz: Mr. Chairman, I have tried to get a copy of an immigration application by a potential immigrant who was told he scored 64 points but he transgressed a certain regulation and has to be deported. I was unable to get a copy of his application or his point assessment. They said, "Well, really this man cannot be considered as an applicant because he transgressed a rule while he was a visitor". Do you have access to applications or to assessment points?

Miss Scott: This would be quite inappropriate, I think Dr. Haidasz, under the law as it now stands because our discretion is not as to admissibility. The way the regulations are worded we cannot substitute our opinion for the opinion of the assessing officer. We can sometimes give relief under section 15 if the appellant falls within one of those sections.

The Joint Chairman (Mr. Klein): But, Miss Scott, is not your judgment of maintaining an appeal against a deportation order equivalent to admission?

Miss Scott: It is indeed; the end result may be the same, but the way it is arrived at is different.

The Joint Chairman (Mr. Klein): Yes.

Mr. Munro: May I ask a supplementary, with Dr. Haidasz's permission?

Mr. Haidasz: Surely.

Mr. Munro: Let us suppose there were a visitor in the country who desired to remain—I think this is one of the cases that Dr. Haidasz was involved in—and the immigration officials checked him out in terms of points and so on, and he did not have the requisite number of points. So he over-stays his period and a special inquiry is held, following which he is ordered deported, and then he appeals. As I understand what you said, Miss Scott, he can then go before your Board, and if there are humanitarian and compassionate considerations your board considers valid, you can stay the order of deportation. Is that right?

Miss Scott: That is right.

Mr. Munro: Regardless of the the point system. That would not even come before you, would it? You would not even know about it.

Miss Scott: It might be mentioned and it might not be. It would depend on the type of order that was made.

Mr. Munro: In this particular case, if one of the reasons the prospective immigrant was ordered deported was that he worked while he was here as a visitor contrary to the regulations, if there were still valid compassionate and humanitarian considerations you could still stay the order?

Miss Scott: Yes.

The Joint Chairman (Mr. Klein): Could you re-assess the points?

Miss Scott: No, we take the position that we cannot because the regulations read "in the opinion of the assessing officer", and we have no power to substitute our opinion for his. In fact, we have no jurisdiction over admission whatever.

Mr. Haidasz: Would you like to have that power, to assess the...

Miss Scott: We would need a lot more than nine members, I can assure you of that.

Mr. Haidasz: My next question, Mr. Chairman...

The Joint Chairman (Mr. Klein): I would like to get this clear, and I think the members of the Committee would like to know,

too. I do not understand this. If a person does not meet the standards for admission on the point system, let us say he gets 44 points, and his application is turned down, is he not ordered deported?

• 1215

Miss Scott: Yes, if he does not leave.

The Joint Chairman (Mr. Klein): Does that not come before you?

Miss Scott: Yes.

The Joint Chairman (Mr. Klein): Then at that point in a case of that nature it is only a case for discretion, because you cannot re-assess the points, you say.

Miss Scott: That is the position we have taken to date.

The Joint Chairman (Mr. Klein): Then it would always be a question of discretion.

Miss Scott: It would be a question of discretion under section 15.

Mr. Brewin: If I can put a further supplementary, Mr. Chairman, the Board may well look at the mode of assessment and say that the special inquiry officer or the immigration officer who made the assessment proceeded on some wrong principle; he did not really inquire into the matter he was asked to. For instance, let us suppose he said, "I am giving you no points for personality because I just do not like people with grey hair", or something like that. Obviously the Board could step in and say, "Well, he has not made a bona fide assessment".

Mr. Haidasz: The Board does not have that information.

Miss Scott: I think in that case it would be up to the appellant to produce proof of some kind.

An hon. Member: Yes, but the appellant does not know.

Miss Scott: He was there at the inquiry.

Mr. Roxburgh: But he is not given the assessment.

Mr. Enns: The appellant does not know, as Dr. Haidasz says, on what points he was marked low or high.

Mr. Brewin: Mr. Kent told us the other day that you could get the breakdown.

Mr. Haidasz: I can?

Mr. Brewin: He says you can; Mr. Kent says you can.

The Joint Chairman (Mr. Klein): Mr. Kent was here the other day and said the point system is available to the appellant.

Miss Scott: Mr. Campbell reminds me that in one case which I believe came before him, this was available to the appellant; he had it...

The Joint Chairman (Mr. Klein): Yes, but...

Miss Scott: ...before the inquiry.

The Joint Chairman (Mr. Klein): If an inquiry officer puts down two points for personality, and this person comes before you and you are convinced that he should have received 15 points for personality, you cannot do anything about it?

Miss Scott: No; we could. As Mr. Brewin points out, if the evidence showed that the assessing officer had acted improperly, had exercised his jurisdiction wrongly in some manner, then I think the Board could take that into account. But we cannot substitute our opinion for the assessing officer's opinion. If we like the man's personality, and the assessing officer did not, there is nothing the Board can do on that ground.

Mr. Dinsdale: Mr. Chairman, may I ask a supplementary to clarify this point? The Board does have the basis of the point assessment?

Miss Scott: You did in this particular case.

Mr. Dinsdale: This is available?

Mr. Campbell: It formed part of the record of the inquiry.

Mr. Roxburgh: Is there only one case where this has happened?

Mr. Campbell: As far as I am concerned, yes.

Mr. Roxburgh: Is that right, Dr. Haidasz?

Mr. Haidasz: Well, I will have to check that further. Mr. Chairman, may I continue my questioning?

The Joint Chairman (Mr. Klein): Yes, but we are at a very important point, I think you will agree, because if the Board does not have the power to reassess the point system...

Miss Scott: The Board has no power whatever as to admissibility.

The Joint Chairman (Mr. Klein): No, but you do have the power to decide on deportation. Therefore, the result is the same.

Miss Scott: Indirectly we may, in fact, admit somebody or allow him to enter.

The Joint Chairman (Mr. Klein): The intention, as I understood it, was that the Immigration Appeal Board would have the right to hear any appeal made against any deportation, which would include the reassessment of the point system.

An hon. Member: That is right.

The Joint Chairman (Mr. Klein): I always thought that.

Mr. Skoreyko: May I ask one supplementary?

The Joint Chairman (Mr. Klein): Yes.

Mr. Skoreyko: How would you look at the case, for example, of a student who is admitted to Canada for a two-year term and who, under existing regulations, is not allowed to go to work? The minute he takes a job, whether it be part-time or permanent employment, the inquiring officer or the Department notifies him immediately that he has broken a law and he is subject to deportation.

I really do not know what the responsibilities of the inquiring officer are, but I think they are bum boys for your Department, if you like...

Miss Scott: Not our Department!

Mr. Skoreyko: They have no responsibility at all, so far as I am concerned. But what is your attitude? You said that your Department is not concerned with admissibility. Is that right? Is that what you said?

Miss Scott: Not directly.

Mr. Skoreyko: Not directly. Then how would you deal with such a case? There would be no point in bringing an appeal before you, then, would there? Because the man had broken the law...

• 1220

Miss Scott: Oh, yes indeed there would.

You see, we are face to face now with this confusion in the Act between admissibility and deportation. The case comes before us

because the man has been deported for breaking a certain subsection of the Immigration Act. First of all, we would examine that case as to law, and then we would swing into our discretionary power under Section 15. If compassionate, humanitarian or other grounds under the appropriate subsection of Section 15 existed the Board would have the power to stay the order or even quash it in an appropriate case. In other words, at that stage we go right outside the Immigration Act.

Mr. Skoreyko: I understand.

The Joint Chairman (Mr. Klein): Miss Scott, may I just ask you this one question? Let us suppose that a person has not broken any law but gets only 44 points and has been ordered deported.

Miss Scott: Yes.

The Joint Chairman (Mr. Klein): He has not broken any law.

Miss Scott: That is right.

The Joint Chairman (Mr. Klein): So he does not come before you asking you to exercise discretion. He says: "I received 44 points. This is ridiculous. I should have had 60 points." Can you deal with that appeal?

Miss Scott: The way the law reads, we cannot examine or re-examine any assessment.

The Joint Chairman (Mr. Klein): When he comes before you on an appeal of that nature he is not coming before you on compassionate grounds. He says: "I have received 44 points." Would you say to him: "Your appeal is dismissed because you have not broken any laws. Go and break a law and then come before us and we will exercise our discretion." That appears to me to be the case.

Miss Scott: In effect, that would be the answer if there were no discretionary grounds, unless the assessing officer had exercised his opinion like a court in a *certiorari* application we could say that he went outside the jurisdiction.

Mr. Munro: Wait a minute. Would not this man have broken a law because he did not have sufficient points, should have left at the expiration of his visitor's period, and he did not make the appeal before he was supposed to leave.

Miss Scott: He would be deported and he could appeal the deportation.

Mr. Haidasz: Mr. Chairman, how many cases, where a person considers himself a refugee and asks for political asylum in Canada, have been heard by the Appeal Board? Also, what is your definition of a refugee?

Miss Scott: The word "refugee" is not mentioned in our Act. If they were not permanent residents they would have to bring themselves within Section 15(b)(1). In other words, they would have to prove, and this is the wording in the Section, the existence of reasonable grounds, that if execution of the orders is carried out the person concerned will be punished for activities of a political character or will suffer unusual hardship. They would have to bring evidence to this effect before the Board.

Mr. Haidasz: And you would exercise your discretion of what unusual hardship would be in that particular case.

Miss Scott: Yes.

Mr. Haidasz: It might be economic hardship, domestic hardship, religious persecution, and so on.

Miss Scott: If the evidence was such as to convince the Board that unusual hardship would be suffered.

Mr. Haidasz: Do you have a sufficiently large backlog of appeal applications to necessitate extending your services to the nine judges as permitted by the Act or beyond nine by making an amendment to the Act, and would this also include hearing cases in Toronto and Montreal where I believe most of the applications for appeals come from?

Miss Scott: Mr. Sloan, perhaps you could give the information on that.

Mr. D. M. Sloan (Registrar, Immigration Appeal Board): At the moment, there is a backlog of 98 cases to be heard. As a matter of interest, I might mention that up until the end of January cases were received at the rate of 10 per week, in February this increased to 17 per week, so the number of cases that the Appeal Board is receiving is increasing steadily.

• 1225

Miss Scott: We are very handicapped at the moment by having only seven members. We definitely do need nine members. We are at a

slight disadvantage at the moment because of our small, crowded quarters. I think this backlog can be cleared off very quickly as soon as we move to our new quarters next week, where we will have two courtrooms and two panels sitting simultaneously.

Mr. Haidasz: Do you have the services of sufficient interpreters for cases that have been presented so far?

Miss Scott: Yes, always.

Mr. Haidasz: No complaints?

Miss Scott: We have been very fortunate and I do not think we have had any difficulty. The only problem is that sometimes people indicate they will not appear and on the day in question they do come and then we have to get an interpreter quickly. But we have been very fortunate.

Mr. Haidasz: And you cover the expense of the interpreter?

Miss Scott: Yes, we pay the interpreters.

Mr. Haidasz: How do you deal with cases where for some reason or other the enquiry officer or someone in the Department considers a person a security risk because he comes from a country behind the Iron Curtain? Do you take as a matter of fact everything that is handed to you by the representative of the Minister or do you have other ways of assessing whether or not a person is a security risk?

Miss Scott: If the Minister files a certificate under Section 21 of our Act we cannot go behind that in the exercise of our discretion under Section 15, but we still examine the order itself because it is a legal order.

Mr. Haidasz: Do you refer any of your problems to the Royal Commission now studying security cases or have they consulted you on this particular matter of security of prospective immigrants?

Miss Scott: They have not consulted me personally. Mr. Campbell, have you seen anybody with respect to security?

Mr. J. C. A. Campbell (Vice-Chairman, Immigration Appeal Board): Yes, I had a case one afternoon of a member from the Royal Commission on Security coming up and asking me when a certain case was to be heard because he or someone from his office wanted

to be present for the hearing. I told him when the hearing would be. I have no knowledge whether he showed up for the hearing.

Mr. Haidasz: Thank you, Miss Scott. I believe that you have given us some valuable information. It seems as though we have to make some amendments to the Immigration Act and perhaps even to the Immigration Appeal Board Act.

The Joint Chairman (Mr. Klein): I have Mr. Dinsdale and then Mr. Skoreyko.

Mr. Dinsdale: I have a supplementary to Dr. Haidasz' question. In cases where the inadmissibility or the deportation order occurs because of security factors, health factors, criminal records and so on which in the past have been a major source of exclusion of intended immigrants or immigrants who have come in illegally, does the Appeal Board have access to the reason for exclusion or the basis for exclusion in these particular cases?

Miss Scott: If the deportation order is based on one or other of these grounds that fact, like any other fact, has to be proved.

The Joint Chairman (Mr. Klein): But you have discretion?

Miss Scott: We have to pronounce as to the legality of the order first.

The Joint Chairman (Mr. Klein): Let us assume the order is legal. Suppose a man has been convicted of an indictable offence.

Miss Scott: Yes.

The Joint Chairman (Mr. Klein): In such case you could exercise discretion and allow him to remain even though...

Miss Scott: We could still exercise our discretion unless the certificate was filed by the Minister and the Solicitor General.

Mr. Dinsdale: Do you have access to the grounds upon which a certificate is filed?

Miss Scott: No.

Miss Dinsdale: This is still confidential?

Miss Scott: Absolutely.

• 1230

Mr. Dinsdale: For example, if it was discovered that an immigrant or someone applying for landed immigrant status in Canada following a period as a visitor, had been men-

tally ill back in their own native country, could the Board take cognizance of this factor and operate on discretionary grounds, humanitarian grounds, or is this an absolute reason for turning down the application for landed immigrant status?

The Joint Chairman (Mr. Klein): Mr. Dinsdale, would you please speak into the microphone.

Mr. Dinsdale: The point I am getting at, Mr. Chairman, is that in the past, if mental illness were discovered, it has been the ground for absolute exclusion.

Miss Scott: It has been the ground for exclusion under the Immigration Act.

Mr. Dinsdale: Yes.

Miss Scott: In an appropriate case, it would depend on the merits of the case, whether we exercised our discretion or not.

Mr. Dinsdale: Let us see if we can be specific now. Someone having come to Canada on a visitor's visa applies for landed immigrant status and is turned down because insanity or mental illness is discovered in their past. Can they appeal to your Board on this basis?

Miss Scott: Oh yes, everybody has the right of appeal if they are ordered deported.

Mr. Dinsdale: Well they would be. Now, is this information confidential or do you have access to this information?

Miss Scott: You are referring to the proof of mental illness. Is that what you are thinking of?

Mr. Dinsdale: Yes.

Miss Scott: It would depend on the case and what evidence the Board found or thought it needed.

Mr. Dinsdale: Could you answer this question? Does the individual concerned know the grounds on which his application for landed immigrant status has been turned down?

Miss Scott: I cannot answer that, but he knows the grounds on which he was deported because that is right in the deportation order.

Mr. Dinsdale: I am asking these questions because in the past this information was so confidential that the person concerned was not even aware of it.

Miss Scott: He is always aware of what he is deported for. He knows why; the grounds for deportation are set out right in the order.

Mr. Dinsdale: All right, that being so he could apply to the Board and you could take it under consideration.

Miss Scott: That is the only time except the sponsorship...

Mr. Dinsdale: The same would apply to a criminal record?

Miss Scott: That is right. If an individual was deported on the ground of having committed a crime contrary say to one of the subsections of section 19 of the Immigration Act, it is right on the deportation order.

Mr. Dinsdale: Have there been any cases of this kind before the Board to date, where past mental illness has been discovered and an appeal has been made on that basis?

Miss Scott: Not to my knowledge. I do not know of any.

Mr. Brewin: May I ask a supplementary on what I think is a key issue here. I do not know whether Miss Scott can answer or would wish to answer. She has just stated that when an appeal comes before the Board that the reason for the deportation has to be stated. I think it is right in the Act that every appellant shall be advised by the Minister the grounds on which he has made his decision. Yet, for many, many years it has been the practice of the Immigration Department to say: "You cannot be admitted because you have not got an immigrant visa. We will not tell you why we refuse you an immigrant visa, you just have not got it." Similar grounds are still being advanced which means that the real reason for refusing the immigrant visa is never stated. I just wondered if the new Board had had to confront that particular problem. If the law is going to permit the Department to put forward a paper reason—it is just a paper reason because only they can give the immigrant visa—then in all of those cases the Immigration Appeal Board can only say, "Well, you have not got this piece of paper". A lot of these appeals I am afraid will be rather meaningless.

• 1235

Miss Scott: The Board certainly could not go behind that fact. If in fact—it is an appropriate case—they have no immigrant visa, that is the end of it. The reason they did not receive that visa is not within our jurisdiction.

Mr. Dinsdale: So, in other words, the old situation prevails that an immigrant visa can be refused to a person without stating specific grounds such as criminal record, health factors, mental illness, and so forth.

Miss Scott: Yes. You see you cannot mix the two things; admission and deportation. We could, of course, correct a situation where there were grounds on our discretionary powers, but legally the person is deportable.

Mr. Orlikow: I wonder if Miss Scott could tell us of the cases that were turned down. I think roughly half the cases you have dealt with were turned down. How many were turned down on the simple ground that not having a visa they were not eligible?

Miss Scott: In every case, whether they appear before us or not, we consider Section 15, discretionary power. This is sometimes very difficult because there is no evidence except such evidence as the special inquiry officer has managed to extract from the person. We, of course, like to see the people where possible, but in many of these cases they do not even bother to write us a letter.

Mr. Orlikow: Can I ask one more question, Mr. Chairman, which I think is important? Did I understand Miss Scott to say that where the Minister files a statement that a person is being deported or cannot stay in Canada because of security reasons, that as far as you are concerned that is the end of the appeal?

Miss Scott: No, it blocks our jurisdiction. Under section 15 we cannot exercise our humanitarian and compassionate jurisdiction. We can allow the appeal if it is an illegal deportation.

Mr. Orlikow: Then the establishment of your Board has really done nothing to give another impartial look at cases where the applicant feels the judgment based on security reasons is faulty.

Miss Scott: The Board has no jurisdiction.

Mr. Munro: May I ask a supplementary, Mr. Chairman?

Mr. Orlikow: No, Mr. Chairman. It just seems to me if what Miss Scott says is correct, and I have to assume that she knows what authority and jurisdiction her Board has, then we are really no further ahead than before.

Mr. Munro: Well that is not the point though.

Mr. Orlikow: If there is some clarification I would like to hear it.

Miss Scott: Perhaps I could read Section 21 of the Immigration Appeal Board Act:

(1) Notwithstanding anything in this Act, the Board shall not.

(a) in the exercise of its discretion under section 15, stay the execution of a deportation order or thereafter continue or renew the stay, quash a deportation order, or direct the grant of entry or landing to any person...

Then there is a further subsection on sponsorship:

if a certificate signed by the Minister and the Solicitor General is filed with the Board stating that in their opinion, based upon security or criminal intelligence...

That certificate is absolutely binding. We cannot go behind it. The existence of the certificate is evidence in itself.

The Joint Chairman (Mr. Klein): If there is a man who committed an indictable offence in Canada, could such a certificate be issued just on the criminal offence itself, not on security?

Miss Scott: No. It could if it is criminal intelligence.

The Joint Chairman (Mr. Klein): Yes.

Miss Scott: But the mere existence of a criminal offence, of a conviction under the Criminal Code, would not necessarily lead to that.

• 1240

Mr. Orlikow: Mr. Chairman, this really brings me back to the point with which I am sure I am not the only member who is concerned. In fact, I have said frequently that I have had very few of these cases. I suppose there is not a Member of Parliament who represents an urban constituency with relatively heavy ethnic representation who has not had cases of people with difficulties brought to his attention. Perhaps people whose relatives have had difficulty coming in because of political associations that go back sometimes 20 or 30 years. It seems to me to be completely wrong. I know the Act is there, but apparently we will have the same difficulties we have always had if on the recommendation of the security authorities, there is a

decision made by the Minister which cannot be questioned. And I do not mean just by the person involved.

I can understand the reluctance of the security authorities to disclose to people in difficulties their sources of information, but we should have some impartial body separate from the department and separate from the security organizations which can look at the evidence in private and, without disclosing it to the people concerned—I am trying to be realistic, Mr. Chairman...

The Joint Chairman (Mr. Klein): I do not wish to interrupt you, Mr. Orlikow, but there are two persons ahead of you. If you have a question to put I would ask you to try to be as brief as possible.

Mr. Orlikow: No; my question...

The Joint Chairman (Mr. Klein): On a supplementary, I mean.

Mr. Orlikow: I am not satisfied with the answer which Miss Scott has given but I am satisfied that Miss Scott has given it under the law as it is. It has indicated to me what further steps some of us will have to take.

Mr. Munro: Mr. Chairman, I have a supplementary for clarification of what Mr. Brewin was pointing out. If a person is in the country and is denied an immigrant visa and after special inquiry that, and that only, is given as the basis for the order of deportation, that person can still come before you on appeal? The reason given may be, and in many cases no doubt is, the valid reason for your rejection of their appeal on legal grounds, but, the situation now is very different in that the previous Board did not have discretionary remedies. You can overrule that in order to stay deportation. Therefore the situation has vastly improved from what it was prior to the new Board. Mr. Brewin mentioned that we are in exactly the same situation as we were before. We are anything but in that same position.

Mr. Brewin: If I may say so, I agree with Mr. Munro, except that the discretion of this Board is, after all, limited to humanitarian and compassionate grounds. They may not be present and yet perhaps the would-be appellant has an excellent case for admission.

Mr. Munro: If this order has been given against a person merely because of the fact that he has not got an immigration visa, and

for no other reason, and he, as an appellant comes before this Board with its wide discretion—I think we all agreed, when this Bill came before Parliament, that humanitarian and compassionate considerations constitute a very wide discretion—in many cases he can mount a valid argument for the exercise of discretion by the Board.

Another clarification is that if a person has a criminal record and is ordered deported, if I correctly understand what Miss Scott said that is not the basis for a ministerial certificate on security grounds as an absolute bar.

The Joint Chairman (Mr. Klein): Unless it was intelligence.

Mr. Munro: Unless it was intelligence.

Miss Scott: No. We have had several where the deportation order was based on a conviction, let us say, under the Criminal Code. It is a legal order, under the subsections of the immigration act, but the circumstances may be such as to permit our exercising our discretion under section 15.

Mr. Dinsdale: Mr. Chairman, to go back to the point I was making, that the refusal of an immigration visa is sufficient ground to appeal the decision, if a person is to be deported because he has not been granted an immigration visa he can appeal.

• 1245

Miss Scott: They can appeal any deportation.

Mr. Dinsdale: But if the grounds for the refusal of an immigration visa are confidential, in the area that we have been discussing, what is the basis of their appeal to you? What arguments do they bring before you?

Miss Scott: They would have to base their appeal on the discretion contained in section 15.

Mr. Dinsdale: But they do not know why they have not been given an immigration visa?

Miss Scott: I do not think that has necessarily anything to do with it. They could come before us and produce evidence that would permit our exercising our discretion under section 15. The reasons for the refusal of the visa may be, and indeed sometimes are, irrelevant.

Mr. Dinsdale: But they are going to have difficulty arguing their case. Just as an example, I had an interesting case—it is history now, so I can refer to it—in which people had attended one of Hitler's strength-through-joy camps. They could not possibly argue that situation before the Appeal Board.

Miss Scott: No; but they could argue grounds for letting them remain in the country, and these which could be based on any evidence that was available to them.

The Joint Chairman (Mr. Klein): Providing no certificate...

Miss Scott: Providing there was no certificate.

Mr. Dinsdale: A certificate would have been...

Miss Scott: A certificate blocks that.

Mr. Dinsdale: They would be blocked completely. It is the same old problem.

Miss Scott: If there were no certificate then they would be at liberty to argue anything that would provide grounds for a compassionate and humanitarian decision.

The Joint Chairman (Mr. Klein): Have you finished Mr. Dinsdale?

Mr. Dinsdale: Yes.

Mr. Skoreyko: Do you feel that your powers under section 15 are broad enough, or that they should be broadened?

Miss Scott: I do not know that we have done enough to be able to answer that. So far we have been able to manoeuvre within section 15. I think it is fair to say that assessing the personal situation of the appellants who come before us is the most difficult part of our duties.

Mr. Skoreyko: Personally I do not think your powers are broad enough.

Miss Scott: I could not answer that yet. We have not functioned long enough to have a pattern emerge.

Mr. Skoreyko: Thank you.

The Joint Chairman (Mr. Klein): If a person is ordered deported in the first instance, is in custody and has been refused bail can application be made to your Board for the bail?

Miss Scott: Yes; they can apply to us for release from detention. Perhaps you have some figures there, Mr. Sloan.

Mr. Sloan: Yes; we have received 17 applications for release from detention. Of these nine have been granted and eight refused.

The Joint Chairman (Mr. Klein): And the application has been made in Ottawa?

Mr. Sloan: The application is filed with the Board in Ottawa.

Miss Scott: It is made in writing.

The Joint Chairman (Mr. Klein): May I ask you one more question, and it is my last. I find it a very disturbing factor that the Appeal Board cannot review the points system. Do you believe that in all fairness to an appellant the Appeal Board should have the right of reassessment?

Miss Scott: I do not know that it would be right for me to answer that. That is policy matter relating to amendment of the Immigration Act.

Mr. Munro: I cannot help but feel that a false impression is being left here.

This reassessment of points system and this other matter of refusal because a person does not have an immigrants visa are both now correctable situations. Previously they were not. With these discretionary remedies which the Board has and which the previous Board did not have, it can, in effect, order stay of deportation in both these cases. Previously it could not. Perhaps they cannot go into the original assessment but if that same person feels that he was unjustly treated in terms of receiving too few points and puts up a valid argument to justify a decision on compassionate and humanitarian considerations, he will win.

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The Joint Chairman (Mr. Klein): What you are saying is perfectly true but I am speaking of the case of an individual who comes here as a visitor, likes the surroundings, has no compassionate grounds, has been here only two weeks, makes an application, does not pass the points system, is ordered deported, comes before the Board and although there are no compassionate grounds, there are good and valid grounds for reassessment of his point

system. In such a case the Board cannot use its discretion. It has to order his deportation because there are no compassionate grounds.

Mr. Brewin: Mr. Chairman, may I point out that where a person is permanently landed in Canada and deported for some offence then the Board, under the Immigration Appeal Board Act, can consider any circumstances in determining whether or not the order should be stayed. They are given the broadest discretion under Section 15 (1). But in cases of persons not yet landed and applying for admission to Canada, whether sponsored or whether a visitor ordered to be deported, you have to fit yourself within what I think is a relatively narrow thing. After all, however kind the Board are they cannot act because the order was made without common sense. They have to find compassionate grounds. As you say although the assessment may be clearly a ridiculous one, it would be very difficult for them to act. I suggest that the proper way to deal with this is to enlarge their power so that they could act in exceptional circumstances—not that they have to review every single assessment and say that a certain person should get four points for education instead of five or something like that. There well may be cases where the assessment is out of kilter. Mr. Kent himself said that on this personality basis many of them just gave a medium figure, good or bad, that they never gave you 15 no matter how excellent you were, that they never gave you zero but somewhere around five, six or seven. Suppose a person has 47 points and something looks quite wrong. In such a case surely the Board should have a right, if it is to be an effective appellate tribunal, to use their discretion. I think it is up to us to recommend that the discretionary powers be enlarged.

Miss Scott: If you do that, Mr. Brewin, please provide for more members.

The Joint Chairman (Mr. Klein): If there are no further questions may I express on behalf of everyone present our delight in having you here.

Miss Scott: May I just say that you will be interested to know that we have written two pamphlets, one covering deportation appeals and one covering sponsorship appeals. They are in the process of being printed and Mr. Sloan has brought a couple of copies to file with your Secretary. These will be single pamphlets in French and English, French one way and English the other way. These are being translated into seven of the most commonly used languages and will be made available through the special inquiry officers to the appellants, to any ethnic groups that care to have them, indeed to anybody. I will be sending copies of the English-French pamphlet to all of the members and senators and I would ask anyone who wishes to acquire a copy in any of the languages we have it in to please let us know because these are presently being printed.

Mr. Brewin: Could I ask if the reports of these seven legal cases is in any publishable form and, if so, could they be made available to the members of this Committee.

Miss Scott: I am still struggling with the problem of the publication, Mr. Brewin, because the run is not big enough. I think we will have to be subsidized.

The Joint Chairman (Mr. Klein): If there are no further questions, thank you very much.

Miss Scott: Thank you.

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